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**OVERSIGHT HEARINGS ON THE 1980 CENSUS
PART XVII—PHILADELPHIA, PENNSYLVANIA**

HEARING
BEFORE THE
SUBCOMMITTEE ON CENSUS AND POPULATION
OF THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETY-SIXTH CONGRESS
SECOND SESSION

—
FEBRUARY 11, 1980
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CHAPTER 1

The first chapter of the book discusses the importance of the study of the history of the United States. It begins by stating that the study of history is essential for understanding the present and for planning for the future. The author then discusses the various methods used by historians to study the past, including the use of primary and secondary sources, and the importance of critical thinking in the analysis of historical evidence. The chapter concludes by emphasizing the role of history in the development of a national identity and the importance of preserving the historical record for future generations.

OVERSIGHT HEARING ON THE 1980 CENSUS

FEBRUARY 11, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION
OF THE COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Philadelphia, Pa.

The subcommittee met, pursuant to notice, at 3:10 p.m. in room 6A, Ritter Hall Annex, Temple University, Hon. Robert Garcia, presiding.

Present: Congressman William H. Gray III.

Also present: Michael Ferrell, counsel.

Mr. GARCIA. I would like to have everyone's attention. This is a hearing of the Subcommittee on Census and Population. My name is Robert Garcia and I am the chairman of the subcommittee, which is part of the full Committee on Post Office and Civil Service.

To my left is Michael Ferrell, my counsel, and Jane Montos from my Washington staff.

Congressman Gray, sometime ago, asked me if I would come into the city of Philadelphia and hold a census hearing. We had some conflicting dates.

I want to be frank with you; Congressman Gray and I have worked very closely together. We have been allied in many, many fights for what we consider to be the cities of America. I feel very strongly about this and when Congressman Gray spoke to me about the problems of making people aware in Philadelphia as to the importance of the census, that we gave up two other dates in two other cities to be here today, and it is because of Congressman Gray's leadership that we have been able to put this hearing together.

Let me start off simply by saying, before I turn it over to Congressman Gray, the census of 1980, as far as I am concerned, is probably the most important governmental undertaking that we have as a country.

The census of 1970 and the censuses prior to 1970 dealt, for the most part, with just the politics of the legislative process, but with the advent of all the fiscal formulae and all the new programs that are now so intertwined with the statistics that are put forth by the Bureau of the Census, when you talk about anywhere from \$50 to \$80 billion during the fiscal year being appropriated to localities and municipalities and to States, we are really talking today—while I may be here as a politician, elected and dependent on the census and the figures they give for the individual States, the fact of the matter is, more important than the politics of the census, the question of the moneys that have to come back into cities like Philadelphia, and it is because of Congressman Gray's concern for the city of Philadelphia that we are here.

At this particular point, I would like to turn it over to a person who everybody in this audience knows, who has done one heck of a job in such a short period of time in the U.S. Congress, Congressman Bill Gray.

Mr. GRAY. Thank you, Mr. Chairman.

Let me just say that I would like to welcome you, Mr. Chairman, to Philadelphia and to this very important hearing which you have consented to hold here in the city of Philadelphia. It is part of our ongoing attempt to bring the Federal Government to the citizens of Philadelphia and it follows a budget hearing as well as a youth unemployment hearing.

As you pointed out, the census is most important, for it sets the figures for the next 10 years for the distribution of that \$50 to \$80 billion that will be given to State and local governments by the Federal Government.

I want to thank you for consenting to come to Philadelphia. I want to thank you for the opportunity that you are providing to the citizens of Philadelphia, the concerned groups in Philadelphia who understand the importance of the census, not only in terms of political representation of the Commonwealth of Pennsylvania but also in the Nation's Capitol.

If we are to deal with the development of a strong urban policy, the revitalization of urban America, we must have a full and complete count, particularly in the case of the minorities here in America, where, historically, there has been an undercount.

I want to congratulate you on the leadership you have provided in terms of providing opportunities for citizens to participate in the decisionmaking process and also to thank you again for coming to Philadelphia.

Mr. GARCIA. Thank you very much, Congressman Gray.

Our first witness is another of our colleagues from just across the river in Camden, N.J. The interesting thing about Camden is that we had four trial census demonstrations over the past 4 or 5 years and one of them was held in the city of Camden.

Because of his concern as to what took place in the trial census, and his overall concern for the city of Camden, and because he is a Member of Congress, we are asking Congressman Florio to be our first witness today. Congressman Florio.

**STATEMENT OF HON. JAMES J. FLORIO, A U.S.
REPRESENTATIVE FROM NEW JERSEY**

Mr. FLORIO. Thank you very much, Mr. Chairman and Congressman Gray, for the opportunity to come and share with you some thoughts. In the interest of conserving the committee's time, I will not present my entire statement but I would appreciate it being entered in the record in its entirety. I will try to summarize the major points.

I would like to thank you for the opportunity to come and give you some insight into the difficulties we, in Camden, have experienced over the last number of years with regard to the census. Traditionally, as you have mentioned, the census has been the determining factor in terms of apportionment for Congressmen and State legislators—a very important function.

We know there are other important functions that are determined by the accuracy of the census. What we are talking about, of course, is funding programs. Distribution of revenue-sharing funds and overall Federal funds currently amounts to some \$50 billion to our municipalities. That is, \$50 billion distributed in accordance with population counts.

To the degree those counts are not accurate, that certainly has a very important impact upon the distribution of moneys. The census figures are also used in planning for educational programs, welfare assistance programs, health and hospital facilities, transportation and highway needs, crime prevention and public safety programs, and a whole host of other Government-funded programs. Large errors in census counting can certainly affect how those benefits are distributed.

Testimony has already been presented to this subcommittee in prior meetings as to the failures of the 1970 census and the 1976 precensus to properly count the populations in certain selected areas, one of which, as you indicated, is the city of Camden—a city I am very proud to represent—that has some 60 percent of its population black and some 20 percent Spanish-speaking.

There are many causes for census undercounting and these census undercounts were very vividly demonstrated in some of the problems we experienced in the city of Camden. In urban areas in general, people live in places not easily recognizable as separate housing units, such as attic apartments and basement apartments. Census takers sometimes erroneously classify a house as vacant when, in fact, there are individuals who live in the rear portion of the home. Housing units are properly counted but we find that errors are made in the number of people living in the particular units.

The census form, itself, in the past has not been as effective as it could be as a means of communicating information. Questionnaires in 1970 were regarded as entirely too complex for individuals to understand. Little effort was made to provide Spanish-speaking and other foreign nationals with census forms written in their native language.

Further, the Census Bureau in the past has been extremely insensitive in the selection of census takers in regard to the matching of census workers with their assigned neighborhood work area.

The National Academy of Sciences in 1978 issued a report that indicated that it is virtually impossible to have an absolutely accurate census count. No one will argue with that. Overall, the census count has not been totally offbase with regard to an acceptable latitude of error. As a matter of fact, the Census Bureau failed to count, according to the best estimates, in 1970 some 5.1 million people. That is nearly 2.5 percent of the total population.

The difficulty is that the missing people are not spread equally across the population. The Census Bureau's margin of error is really not that significant across the entire Nation. But we are talking about an unequal allocation of this error. In fact, the vast majority of people who are not counted are skewed toward our urban areas and are skewed toward poor people—poor people, incidentally, who are most in need of those funding programs that we are now allocated in accordance with the population count.

One glaring finding with regard to the incompleteness of the 1970 census is that the inconsistencies and errors were drawn along racial

lines to a large extent. Blacks as a group, and particularly black males of working age, failed to be counted in the census far more than comparable individuals of the white race.

The Census Bureau estimates that the rate of the 1970 census undercount was four times as high for blacks as it was for whites. Nearly 1 out of every 12 black persons was not counted in the 1970 census. Ten percent of black males were missed as compared to an undercount rate of 1.4 percent for whites.

In view of the high census error rate in counting black populations, it is reasonable to assume that cities with large black populations have higher undercount rates than areas with small concentrations of blacks.

The 1970 census and the 1976 pretest conducted in Camden sent enumerators into neighborhoods when they were totally unfamiliar with those particular neighborhoods. In short, the Census Bureau at that time made little effort to insure that the Camden census takers had the ability to relate to their assigned neighborhoods. As a result, the evidence indicates that the quality of the Camden census left something to be desired.

I think largely as a result of the activities of this particular committee, we are now seeing a new degree of sensitivity on the part of those in the Commerce Department, charged with the taking of the census, to attempt to correct some of the circumstances that have resulted in their past performance, which was not as good as it could have been.

I am very pleased at what I see taking place in the district office on my side of the river. There is an outreach effort being undertaken. In fact, indigenous hiring is taking place now concerning the enumerators. There is an effort to find people who are familiar with the areas they will be charged with going into.

It is highly desirable that there is an opportunity to reach out to appropriately based community organizations to seek assistance. The local chapter of the Urban League was contacted. The Black People's Urban Movement has been contacted to lend assistance in reaching out. The Puerto Rican Unity for Progress Association, an important organization in the Hispanic community, was contacted for assistance in reaching out.

Likewise, there are educational programs now being prepared. The ministers of Camden agreed to take part in programs involving their role in preaching from the pulpit the importance of the census to their constituent members. Likewise, the schools are becoming involved in communicating information to students to bring home to their parents as to the importance of taking part in an active way and cooperating with the undertaking of the census.

This is a very important subject and I am sure, through the course of the hearings, you will be obtaining testimony that can be of assistance in going into this very important undertaking.

I would like to say, Mr. Garcia, along with your committee and the people who have worked so hard, this country—particularly the people in the urban areas—owe a great debt of gratitude to you for the active way you have attempted to bring to the public's attention and to the administration's attention the need to correct some of the past problems that have been associated with the taking of the census. It

has largely been as a result of your activities that I am convinced this new sense of awareness of what must be done has come about. I commend you and appreciate the opportunity to come in and testify before you. I look forward to working with you in the future to make the corrections that have to be made in this area.

Mr. GARCIA. Thank you very much.

Mr. FLORIO. Thank you.

Mr. GARCIA. Congressman Gray?

Mr. GRAY. Congressman Florio, do you have any estimates with regard to the amount of funds that the city of Camden may have lost as a result of an undercount in 1970?

Mr. FLORIO. There still actually was never a definite conclusion. A very important cutoff point is the 100,000 population figure. The city of Camden in 1970 was regarded as having 104,000, if I recall, therefore qualifying for those amounts of money that were available to cities in excess of 100,000.

The initial count that came in the 1976 precensus was something like 70,000 or 80,000. There has been some substantial argument as to whether that was accurate or not. There has not been at this time any direct reduction that I know of, but it is clearly the feeling that Camden has lost some population, notwithstanding the influx of a number of people into the area. Whether we are above or below the 100,000 figure is of crucial importance to a city that is extremely depressed and is in need of all the Federal assistance it can get.

Therefore, it is important that we do everything we can to make sure that everyone is counted, so as to enable us to qualify for those moneys if, in fact, we are entitled to them.

Mr. GRAY. The National Urban League has a study that is based on the 1970 census. In their study, they estimate that the State of New Jersey lost \$4.3 million in revenue funds as a result of an undercount.

Do you feel, looking back at 1970 and looking ahead at 1980, that there is a greater awareness developing at the community level of the importance of the census and the count vis-a-vis Federal funds for Camden, N.J.?

Mr. FLORIO. There isn't any question about the fact that there is a greater awareness. I am convinced that there is going to be a unified effort by all community levels, political leaders, church leaders, educators, to communicate to people that this is something that is important, that it is not just a burden upon people.

We are really talking about the lifeblood of our communities and our educational facilities being able to be enhanced by virtue of the flow of funds. I am convinced that there is going to be this awareness.

As I indicated previously, your committee, in many respects, is largely responsible for a higher degree of awareness in the Congress. If I can inject one political element, the State of New Jersey currently has 15 Congressmen. I understand that there is some question as to whether the overall population of the State has been reduced to the point where we would only have 14 Congressmen.

The city of Camden is right on the verge of being above or below 100,000, so we want an accurate count. Similarly, the State of New Jersey is on the verge of having 15 versus 14 Congressmen, enhancing

our clout in the Congress. Therefore, the State of New Jersey is interested in getting a fair and accurate count in the same way the city of Camden is.

Mr. GRAY. I have no further questions, Mr. Chairman.

Mr. GARCIA. Just to follow up on a point about Jersey's Representatives, the last statement we have from the Bureau of the Census from 1976 through 1979, the last provisional 1979 estimate, says the State or New Jersey will lose a Congressman based upon the figures that were received as of January 31, 1980.

Now I just think it behooves everyone in your district and the districts alongside yours in the State of New Jersey to understand that the census count is crucial. There have been several examples where, for example, the State of Oregon, if they had 250 more people—just 250—would have had an additional Congressperson, and the State of Oklahoma ended up with just 235 over what they needed.

The point is: This is like voting. Every person counts. People fail to realize that. I am glad that you have brought that to light.

One point I would like to ask you: I understand there is a court suit at the present time in the city of Camden as it relates to the pretest that took place in Camden. Can you give us any progress report?

Mr. FLORIO. The suit is obviously questioning the accuracy of the pretest. The feeling of the local administration, at that time, was that it was not accurate. As a result of the suit, no determinations have been made with regard to the final figures.

The concern was, if the determinations were made, that would automatically result in reductions of funds flowing. I am convinced that, by the time the suit is resolved, we will have the new figures and, hopefully, they will verify the accurate number of people that reside in the city of Camden.

Mr. GARCIA. Has this affected the city in terms of its funding at all over the past?

Mr. FLORIO. Not to this point, is my understanding.

Mr. GARCIA. One further question: In terms of the people being tested in the city of Camden to be enumerators or supervisors, have you received any complaints that people are failing those tests, or is there any information you can give us as it relates to Camden directly with the testing of persons who are interested in getting involved in the census?

Mr. FLORIO. It is my understanding that the testing is very rigid. There are individuals who have gone for the tests and have not succeeded, but they are apparently given an opportunity to take the test again. I think that is appropriate. I have not received any systematic complaints about the testing being inappropriately hard. In fact, my understanding is, from people that are going there, that there are no generalizations that can be made with regard to the inappropriateness of that test.

Mr. GARCIA. Has anyone in the State of New Jersey or the city of Camden asked the Bureau of the Census for what we consider to be a very important administrative role on the part of the Bureau of the Census in terms of adjusting the figures after the census was completed in 1980?

Mr. FLORIO. Not that I know of.

Mr. GARCIA. Congressman Florio, thank you very much for your kind words. Thanks for your testimony before this committee.

Mr. FLORIO. Thank you very much.

[The statement follows:]

PREPARED STATEMENT OF HON. JAMES J. FLORIO

Mr. Chairman, I thank you for the opportunity to be with you this afternoon to assist you in any possible way in exploring how coverage can be improved in the upcoming 1980 census.

First, I would like to recognize Congressman Bill Gray's efforts in bringing the subcommittee to Philadelphia today to address the census problems we have had in the Philadelphia/Camden area—as well as across our Nation.

Mr. Chairman, I think we all recognize that the importance of an accurate census count has grown in proportion to the growth of our country. A decennial census was originally conceived and embodied in our Constitution as a means of apportioning the seats in the House of Representatives. Today, it still serves that purpose—and affirms the "one man—one vote" principle in defining the boundaries of many State legislative sectors.

Decennial population figures and Interim Census Bureau estimates now, however, serve a much broader function. The census is relied upon more heavily than ever for matters in which incompleteness is not easily tolerated—specifically the distribution of revenue sharing and other Federal funds. Each year the Federal Government distributes more than \$50 billion in aid to local governments—based upon the population count. Billions more are allocated from States to the smallest political entities—according to population-based formulas. Census population figures are used in planning educational programs—welfare assistance programs—health and hospital facilities—transportation and highway needs—crime prevention and public safety programs and a host of other government and community programs.

Large errors in census counting can affect equity in how Federal and State benefits are allocated. Errors can also affect and impede Federal, State, and local planning. Most importantly, errors can affect and create disproportionate Federal, State, and local political representation.

Testimony has already been presented to this subcommittee on the failure of the 1970 census—and the 1976 pre-test—to properly count the population of Camden, New Jersey—a city where over 60 percent of the population is black—and over 20 percent is Spanish-speaking.

There are many causes for census undercounts. Many people live in dwellings which are difficult to find.

In rural areas they may live in remote places.

In urban areas, people live in places not easily recognized as separate housing units—such as basement and attic apartments.

Some people have no permanent housing. Some are in the process of moving on census day. Some even live in more than one house.

Undercounts—or duplicate counts—can occur in these cases.

Census takers sometimes erroneously classify a house as vacant—and the people who live there are missed.

In other cases, the housing units are properly counted—but errors are made in the number of people living there.

Some problems in the 1970 census—and the pre-test surveys—particularly undermined efforts to gain an accurate count. Commercial mailing lists bought by the Census Bureau were typically skewed toward affluent areas—and sometimes missed whole pockets of high poverty neighborhoods. Subsequently, post office corrections to the lists were not able to find all those missed and unaccounted for in the original lists.

The subcommittee received testimony last year that commercial mailing lists are not sufficient to give an accurate count in areas of high poverty density.

The census form itself is faulty. Many city officials complained to the Census Bureau that the 1970 questionnaire was too complex for many people to understand. Little effort was made to provide Spanish-speaking, and other foreign nationals, with census forms written in their native language.

Further, the Census Bureau has been extremely insensitive in selection of census takers in the matching process with neighborhoods in which they have been assigned to work.

The census count of the population has never been complete.

As Federal, State and local government relationships have grown more complex and entangled—public concern over census incompleteness, and its effect on these government relationships, have increased.

The National Academy of Sciences, in a 1978 report on the census, proposed that it is virtually impossible to count every single inhabitant of the United States—at any cost.

I do not believe that any of us would disagree with that assessment.

However, I seriously doubt that census undercounts are fairly apportioned across the Nation. In the 1970 census, the Census Bureau estimates that they failed to count about 5.1 million persons. The 5.1 million persons estimated to have been missed represents only 2.5 percent of the total population counted. This is a small percentage. However, these "missing" persons are not spread equally over the entire population. We know that the poor are more undercounted than the affluent. More people in the south are undercounted—than in the northern States. More males are undercounted than females.

One glaring finding in the incompleteness of the 1970 Census is drawn along racial lines. Blacks, as a group—particularly black males of working age—fail to be counted by the census far more than whites. The Census Bureau estimates that the rate of the 1970 census undercount was four times as high for blacks as whites. Nearly one out of every twelve black persons were not counted in the 1970 census. Ten percent of black males were missed, compared to an undercount rate of only 1.4 percent for white women.

In view of the high census error rate in the counting of black population—it is reasonable to assume that cities with large black populations have higher undercount rates than areas with smaller concentrations of blacks.

The 1970 census and 1976 pre-test conducted in Camden sent enumerators into neighborhoods which were unfamiliar to them. There was little hope of extracting any meaningful information of how many people lived there. In short, the Census Bureau made little attempt to ensure that their Camden census takers had the ability to relate to their assigned neighborhoods. As a result, all evidence indicates that the quality of the Camden census was exceedingly poor.

In 1977, I joined Congressman William Lehman, the former chairman of this subcommittee, in introducing legislation to correct some of the census problems discussed here today. I am pleased that as a result of the interest shown in this legislation—and of the efforts of the subcommittee in reviewing census policy—the Census Bureau has made important changes which offer hope for a better 1980 count.

Again, thank you, Mr. Chairman, for inviting me to appear here today. I applaud your fine efforts to create a sounder, more coherent, and more effective census policy, and pledge to you my fullest support.

Mr. GARCIA. Our next witness is George Burrell, deputy to the mayor of the city of Philadelphia. We want to welcome you here, Mr. Burrell.

STATEMENT OF GEORGE BURRELL, DEPUTY TO THE MAYOR, CITY OF PHILADELPHIA

Mr. BURRELL. Thank you, Mr. Chairman.

Chairman Garcia, on behalf of the mayor, I would like to welcome you to Philadelphia. It is a pleasure to have this opportunity to testify before the subcommittee.

As some of you may know, Mayor Green, when he was Congressman, once served on this very subcommittee as its chairman. In that post, he worked to explore ways in which to obtain the fullest possible census count, while insuring that important individual rights of privacy were protected. Mayor Green is now playing an active role in the city's efforts to insure a full and accurate count.

Just last week, Mayor Green announced the appointment of a complete count committee for the 1980 census. Ably cochaired by Dr. Ruth Hayre, an educator and former school district associate superintendent—

ent, Rudy Arzon, an attorney active in community affairs, and Thomas Foglietta, an attorney with strong ties to Philadelphia's neighborhoods, this committee will undertake the difficult but necessary job of reaching out to all segments of our city's population to achieve an accurate census count.

Mayor Green has assembled a complete count committee that represents all races and neighborhoods in our city, as well as a variety of occupational interests. The common thread among its members is a love for Philadelphia and a desire to see it treated fairly by the State and Federal Governments, a concern which I know you all share.

With staff assistance from the mayor's office, the city representative's office, the city planning commission, and the U.S. Census Bureau's Regional Center in Philadelphia, the complete count committee will mount a public education campaign that emphasizes the economic and political benefits of being counted and the confidentiality of all census information that is collected. Committee members will appear on television and radio public affairs shows, speak at neighborhood group meetings, and distribute promotional posters and flyers.

The success of the complete count committee's publicity program will depend largely on the willingness of businesses and media organizations to join our campaign. So far, I am pleased to report they have been extremely enthusiastic and cooperative. I thank them here publicly for their support and I ask that it will continue until all Philadelphians are counted.

There is little need to convince this subcommittee of the importance of the 1980 census results to the northeastern region, and particularly Philadelphia. Your presence today demonstrates your abiding interest.

Allow me, then, to speak directly to those Philadelphians who may need some persuading. Allow me to remind all Philadelphians that they have a responsibility to respond to the census, and that there are rewards for doing so.

Answering the census is, first of all, the duty of every American citizen. It is required by Federal law, just as the Census Bureau is required to keep all individual answers confidential. There is absolutely no penalty or risk involved in answering the census but there is a risk if you do not.

The risk in not being counted is that the city of Philadelphia will be shortchanged when Federal, State and local government workers make decisions that affect our lives.

For example, the number of congressional and State legislative seats that Philadelphia may have is determined by the census totals. The fewer persons who are counted by the census the less opportunity for Philadelphia to be represented in Harrisburg and in Washington, D.C.

Census statistics are also used to distribute Federal and State dollars for popular programs that are used every day. Moneys for school lunches, job training, housing rehabilitation and senior citizens are allocated according to population. If the census totals decline, Philadelphia will receive fewer dollars and fewer services.

Finally, census figures are used by city planners and businesses to decide where facilities and services should be located. Neighborhoods could miss out on a new health clinic, a new playground or a new fac-

tory with new jobs if the census does not show that there are enough people living there who will use them.

In short, we have to be willing to be counted if we want to count on being properly served.

In closing, I want to stress that Mayor Green and his complete count committee recognize the severity of the undercounting problem and the adverse impact that this primarily has on minority communities.

We recognize that, historically, blacks, Hispanics, Asians and other minority and ethnic groups have been discouraged from participating in the census taking process. Our challenges are to alleviate all language barriers, to erase the fears and misconceptions of people who are reluctant to answer questions, to demonstrate the importance of the census.

If we are successful, we firmly believe that Philadelphia's census totals will exceed the present gloomy predictions of less representation and fewer Federal dollars.

I might add we are very much committed to the objective of getting involved in minority communities throughout the city of Philadelphia and throughout those areas in which there has been a severe undercount problem in this city in the past. We believe that, through the efforts of the complete count committee, we can aggressively begin to address the concerns of that problem.

From all that I have read and heard, the U.S. Census Bureau is making an unprecedented effort to maximize its population count across the Nation.

To this subcommittee and to the regional census staff, I offer the full cooperation of the Green administration to obtain an accurate census count here in Philadelphia and to the people of Philadelphia, we pledge that the Green administration will fight to protect the privacy of our residents.

We urge your cooperation with the census staff and the Mayor's Complete Count Committee. Only by receiving a fair count will Philadelphia receive a fair share.

I thank you, Mr. Chairman, for this opportunity to testify before your committee.

Mr. GARCIA. Congressman Gray.

Mr. GRAY. Thank you.

Do you have any figures at this time as to the amount of moneys the city administration is planning to allocate to this dramatization information campaign by the administration with regard to the census in the various neighborhoods?

Mr. BURRELL. We have not at this time come to the conclusion—as you are aware, we have a severe budget crisis. We look at money decisions carefully. We have not allocated specific dollars to the census program but have committed resources of the city representative's office, resources of other programs here in the city that will provide a number of the inkind services necessary to produce advertisements, to write the script and do a number of other things.

We will assess that situation as it goes along and we intend to make the necessary resources available to make sure there is an accurate count.

Mr. GARCIA. Let me interrupt a second. I would like you to know that the State of California appropriated \$600,000 and the State of

New York just put in a bill for \$3 million. I would suggest that the cities, being as hard pressed as they are, if you can't get it from tax levy funds right here in the city, I would make a suggestion that you go through Harrisburg.

Mr. BURRELL. Thank you, Mr. Chairman.

Mr. GRAY. That is exactly what I was going to say. This is such a high priority, particularly when you look at the fact that the Urban League estimated that in 1970 the city of Philadelphia, as a result of that census count and the undercount, was shortchanged some \$1.7 million. Of course, that has a multiplying effect over the 10-year period. Really, you could be talking about a significant amount, upwards of \$20 million coming into the city.

I would hope the administration, despite the rather difficult economic times, would at least see fit to put some revenue into this kind of campaign and maybe also get the business community involved in some financial way so they can communicate the message.

I have one other question I would like to ask, Mr. Burrell. That is: Does the mayor's committee have any authority to go out and help organize neighborhood groups who want to get organized around the census issue by providing resources, either financial or human resources, so that they can help to make neighbors more aware of the importance of the census?

Mr. BURRELL. Unequivocally, we can say yes to that. Not only the committee but also my office, which is responsible for community services, is actively involved through a number of programs that operate out of that office to get into neighborhoods, to organize and work with community groups and organizations to set up almost along the lines of a voter registration drive, as it was referred to earlier, to set up in shopping centers, to set up block committees that work on getting out the census.

That committee, which has met already last week and which will meet continuously, will be devising plans to get into the neighborhoods, to work closely with community groups and to organize and to get out a complete count for the census.

As I said before, we are committed, despite the economic problems of the city, to making the necessary resources available to get the job done here.

Mr. GRAY. Thank you, Mr. Chairman. No further questions.

Mr. GARCIA. Mr. Burrell, we have found that, in the many hearings we have held, that the biggest undercount takes place in urban cities. The rural and suburban areas pretty much come in almost 100 percent, 99 percent in those areas, but the cities are where the real problem is.

That's why we have concentrated, for the most part as a subcommittee, on cities. They have even more of a concentration of minority communities within those cities, because that's where the undercount is even higher.

One of the problems we face—and we have to be very realistic as we look toward 1980—is that we will miss people again. There will be people, whether citizens or noncitizens, people who will be afraid to answer the door or to answer questions. Whatever the reasons may be, they are afraid of Government.

Have you given any thought—and if you haven't, let me plant the seed in your mind so you and the mayor collectively can work on it—

the Bureau of the Census has been pressured and is being pressured by this subcommittee to come up with an adjustment after the census is completed to make sure that, if we do miss people, for whatever the reason and whatever their fears may be, that they, in fact, make certain that the cities should not be shortchanged.

I think Congressman Gray will agree with me that one of the last congressional reports we have received says that, as they look at congressional districts that are losing populations across the country, practically all of them are in cities.

Mr. Burrell, it is the cities where you get the Members of Congress who have a social conscience, the people who understand the difference and the need for social programs, and that's why I am talking to you about this adjustment, because I think it is important that you and Mayor Green get in touch with the Bureau of the Census and make sure that adjustment—whatever we may miss, whatever the Bureau of the Census may miss in terms of enumerators, we can pick that up with an adjustment. I would hope you would join with me because we are having some difficulties with the Bureau of the Census as to how they look upon the adjustment.

I would say, Mr. Burrell, there is a black advisory group working with the census now for the past 5 or 6 years. I assume the same thing with the Hispanic advisory group and the same with the Asian advisory group.

The one thing the black advisory group has been pushing for was the question of adjustment, because they know that that's where the problem is going to be.

So I would ask you to make sure that you and the mayor push on this whole question of adjustment. In the meantime, we will do everything we can. The mayor and yourself, and the subcommittee, we can make sure we count all people by getting the message across as to the importance of what we are doing. I say that to you because I think that may be an area where you may not be aware of it.

Mr. BURRELL. I thank you. It is not an area we had any specific discussion about at this time. I agree with you wholeheartedly in all that you just said.

We are very sensitive to it and will undertake to move on it very quickly.

Mr. GARCIA. Thank you very much, Mr. Burrell. I want you to know that you, fortunately, have Congressman Gray as your Congressman, but he also whispered to me that you are a member of his church, too. Is that true?

Mr. BURRELL. That is correct.

Mr. GARCIA. Thank you very much.

Mr. BURRELL. Thank you, Mr. Chairman.

Mr. GARCIA. The next witness is Nelson Diaz, a member of the steering committee, Hispanics for an Accurate Survey. I might add that when I was trying to decide whether I should run for Congress—some people may not know I spent 13 years in my State Senate back home—Nelson and I have been friends for many, many years, and when I spent my first year in Congress I lived with Nelson and his family while he was a White House Fellow and he is like my kid brother. I am delighted that you are here with us.

**STATEMENT OF NELSON DIAZ, MEMBER, STEERING COMMITTEE,
HISPANICS FOR AN ACCURATE SURVEY**

Mr. DIAZ. To the Honorable Robert Garcia, chairman, I would like to thank Congressman William H. Gray III and Congressman Robert Garcia for locating these hearings in Philadelphia, thereby getting a first-hand look at the community that sees the 1980 census as the most significant issue of the 1980's upon the lives of minorities.

We have five Hispanics participating in our panel. Louis Diaz, Guillermo Salas, Juan Ramos, and we will have a south Jersey representative. Hispanics have been undercounted in the past and I have been given the task of this controversial issue and they will touch basically on the local issue.

Undercounting has meant underrepresentation in Government and less than a full share of Federal resources for Hispanic communities. In 1971, Congressman Garcia came to the city at a time when there were very few Hispanics involved in the educational field and in this university. Because of his visit, we have over 25 Hispanic attorneys in the city and I think it is a credit to you.

We are disturbed by the fact that not one of the supervisors and very few community organizations from Pennsylvania's Hispanic community have been active in the preparation of the count. The experience from the 1970 census has been that minorities in general, whether they be Hispanic, Asian Americans or black, were undercounted.

I am here to touch on a topic which has national significance with respect to examining of the Latino population which has been traditionally referred to as illegal aliens. This topic has pitted blacks against the Hispanic Americans.

From the taking of the first census, every warm body in the country has been taken by census takers. In a land of immigrants, foreigners have always been included in the count, no matter what their legal status, except tourists and diplomats. But in 1970, they somehow failed or missed a significant number of blacks and Hispanics.

I would encourage you to use the powers given to you by the Constitution to obtain a commitment on a moratorium from the Department of Justice on Immigration and Naturalization Service with respect to deportations during the taking of the census, and that the information gathered continue to be kept confidential from any and all departments of the Government.

In this fashion, it will enable us to recognize the existence of 6 to 12 million undocumented workers who reside in the United States. This will enhance and thereby afford all communities equitable distribution of Federal dollars and social programs.

Redistricting is based on census populations and even though many States may be affected by a count of these individuals, I say to you that in counting of all warm bodies and undocumented workers, whether they be Haitians in Florida, the West Indians and Dominicans in New York, or the Mexicans and Latin Americans in Pennsylvania and other parts of the country, the benefits would be a greater equitable representation in Congress, in our legislatures and in our judiciary, of minorities.

If you had been to Chester, you would know about undocumented workers.

When the Europeans were being counted, there was no uproar as to reapportionment, but when the group that needs to be documented is Hispanic, immediately there are questions of the distorting effect which it may have on reapportionment.

There are only five Hispanics in the House of Representatives, and Congressman Garcia is the only Puerto Rican Representative; no Hispanic Member of the Senate, and not one Hispanic Governor. Blacks have also been unrepresented and have made some small gains in the last decade. There presently exists a distortion of representation of our communities.

Therefore, I urge you to work toward unity, as you are doing in this committee, for the Hispanic and black population and their leaders to assure an accurate count, and the benefits will be greater minority representation nationally, since undocumented workers live in our neighborhoods and communities.

Mr. GARCIA. Thank you very much, Mr. Diaz.
Congressman Gray.

Mr. GRAY. Thank you, Mr. Diaz.

You state in your testimony that the Hispanic community has not been active in the preparation of the count. Are you saying that the Hispanic community has had no input into the design phase of the structure which would be used in the 1980 census or are you saying that currently there is a lack of input?

Mr. DIAZ. I am indicating that in terms of us that are involved in making sure that we have an accurate survey so we can document whether the count was accurate or not, most of us have not participated, and not one community organization has participated, in not only in hiring practices of the local Census Bureau with respect to having a supervisor or employee that is Hispanic as enumerators, but in addition, we have not been consulted with respect to the process engaged in the counting.

Mr. GRAY. One of the questions raised recently among Members of the House of Representatives—it has not been raised formally and I would like to share it with you to get your thinking in light of the statement with respect to counting all the warm bodies, as we have done in the past, particularly when it comes to immigrants from Europe, but they seem reticent to do it with regard to minorities that may be Hispanic or otherwise—is that some argue that to count illegal aliens will mean that certain States and certain communities, primarily Sun Belt areas like Florida, Texas, California, will pick up additional population, additional revenues, additional representation, which works to the extreme disadvantage of other communities.

Have you heard about this concern? Second, what is your feeling on that?

Mr. DIAZ. I am aware that some States may lose representation but I say to you that it is of eminent importance that we, who may total 40,000,000 people in this country between the blacks and Hispanics, need to show representation not only in the halls of Congress but in the U.S. Senate.

I, therefore, say that because of our lack of adequate representation, we haven't made any gains with having an equitable—so-called quote-

unquote among the standards of those that argue against it—an equitable share of not only dollars but an opportunity to participate in that process.

I, therefore, think it is more important that we do not strain the social service programs which impact basically in our areas where a great deal of Hispanics and undocumented workers reside by not using those figures in the count.

This policy was not only excited by my activities or my statement but is a result of a National Hispanic Convention in Denver on December 6-10, 1979, in which all Hispanics, whether they be Cuban Americans, Puerto Ricans, Latin Americans, and Mexican Americans, decided that we would take this resolution to whatever platform the political structure decided so that documentation of our people is more important than those details that excluded us in the past.

Mr. GRAY. Thank you. I have no further questions.

Mr. GARCIA. Mr. Diaz, I know that you spend a great deal of your time—you and your family—in churches. Are the churches participating as far as you know in the question of the census?

Mr. DIAZ. We have a great deal of what we tend to call Pentecostal churches, of which I am a product. At this point, at this segment of the census activities, I am aware that the Spanish Apostle is not involved in the census and I am aware that the leadership of the Protestant churches have not been involved in the census.

Mr. GARCIA. Let me say this to you, Mr. Diaz: As recently as 3 weeks ago, I attended a conference of the archbishops of the United States. There were several archbishops from various parts of the country. While they had shown some reluctance originally to participate, I had a sense after that meeting was over that they would participate.

I am delighted to report to you, Mr. Diaz, that Cardinal Manning of Los Angeles already sent a letter out to all his churches. Cardinal Cooke in New York, the area I come from, sent letters out to the churches.

I recently attended a conference of the Northeast Council of Churches, which is, for the most part, made up of Protestant ministers, and they committed themselves totally and completely to the census.

I believe it is very important that the churches of the Philadelphia area participate fully and completely in terms of getting the message out—very, very important.

Mr. DIAZ. I am aware that Leo Estrada, deputy to the census, met at a conference of bishops of which our cardinal is a member to indicate and show his concern with respect to that. We still have not seen the results in this archdiocese of that conference in San Antonio.

Mr. GARCIA. Not to belabor the point, but the last point I would like to make as it relates to the church and relates to the census is that while most of us have asked the Catholic Church to participate with us, because of the question of persons who may not be citizens, who come from Central and South America or from the Caribbean, because the governments there have been so historically unstable, the one area that has been stable has been the church, so we felt that while they may not believe politicians, they would believe the church, and that's why we have made such a strong emphasis with the church.

There are many citizens who may feel, Mr. Diaz, that—like in my district in the South Bronx—public housing projects, there may be four or five people living in the apartment when, downstairs, the manager of the building says there are only two living there. There is a fear there. Those are citizens.

The one thing we are trying to get across is that there is confidentiality of the census that is total and complete and that no information is ever given to anybody as it relates to any person who has been counted by the census.

I say that to you and I want to emphasize it because you have many people here and I want to get the message to them as well as you.

Have you had any complaints about testing here?

Mr. DIAZ. I would think Luis Diaz will touch upon that point.

Mr. GARCIA. OK.

Are you aware, Mr. Diaz, of the lawsuit put forth by a group called Fair?

Mr. DIAZ. In Washington, D.C., yes, I am aware.

Mr. GARCIA. As a lawyer, would you make any comment on the constitutionality?

Mr. DIAZ. The points can be dissected with respect to citizens versus just warm bodies. I think that a count does not affect what they are talking about, which is distortion of individuals with respect to representation in Congress. We never had that distortion issue before.

Mr. GARCIA. Isn't it a fact that the Constitution does not say "citizens" but it says "persons" in it?

Mr. DIAZ. Correct. Therefore, I am of the opinion that all people should be counted. The distortion effect presently exists. I, therefore, believe that that is not a valid viewpoint with respect to what would occur assuming they count all the people.

I think what would occur would be favorable. Instead of gerrymandering out as they do here, there would be more difficulty in gerrymandering us out because of the great number of people in those districts.

Mr. GARCIA. Nelson, thank you very much.

Mr. DIAZ. Thank you very much. I will see you later. The community is waiting to meet you.

Mr. GARCIA. The next witness is John Norton, professor of health administration of Temple University. Mr. Norton, I would like to welcome you here.

STATEMENT OF JOHN H. NORTON, PROFESSOR OF HEALTH ADMINISTRATION, TEMPLE UNIVERSITY

Mr. NORTON. Thank you. I want to express my gratitude to you and Congressman Gray for coming to Philadelphia. One of the reasons for my gratitude, I would like to explain, is: As an economist and statistician, I first became aware of some of the troubles with the census in 1960. I became aware of the undercount when Jacob Siegel of the Census Bureau published his first estimates around 1965.

What I wanted to know was how many failed to be counted in Philadelphia. The argument was offered that you cannot make such an estimate. I was sure you could, even if you only assumed invalidly that

Philadelphia had the same undercount rate or rates, group by group by group, as the United States as a whole.

I made such an assumption and tried out the figures, which was a rather hazardous thing for a young statistician to try to do because his elders might not like it. In any case, I came up with estimates for the Philadelphia undercount in 1960 with a range of 150,000 to 200,000 people.

I took these figures to a conference on the undercount in Washington that was sponsored by the Harvard MIT Joint Center for Urban Studies, chaired by now Senator Moynihan. The people there didn't laugh at me, I'm glad to say. It was indicated it was very possible that Philadelphia did have a 1960 undercount on the order of 200,000 and that in 1960 the undercount may very well have cost this city and its population a U.S. Congressman.

But nobody seemed to get very excited about these figures. That's why I am particularly gratified you were here. I tried the same thing for the 1970 census in the last few months, using a somewhat more refined method, but by no means a perfect set of methods.

I have a statement which I will submit that gives you some figures. Philadelphia's problem has gotten worse. My estimates for the 1970 undercount are in a range of 240,000 to 350,000 with the best estimate of 300,000. Now these 300,000 persons are my preferred estimate of the number missed in 1970.

These are not perfect. I am still expecting some great expert to come along and say that I don't know what I'm talking about. But at least you will have 17 pages of typed script as a statement that will give you some indication that I do not know what I am saying.

You know as well as I what the problems are in the major cities. New York has four or five times the size problem than Philadelphia. Nevertheless, we have our blacks, our Hispanics, our illegal aliens, and I suspect the real problem with all these groups is not so much that they are minorities as it is that they cannot handle the complexity of the forms.

What we are talking about are people who are insufficiently literate to make out the census forms or, for that matter, an income tax form. Then, above and beyond that group, you have another one of unknown size; a group that doesn't respond because of apathy. It is too much work.

Like my students in 1970 who threw their questionnaires in the wastebasket. In many cases, there is antagonism, particularly over the Vietnam war in 1970, and in the worst off parts of the inner cities. Obviously, a great deal of suspicion. A great deal of fear.

If Philadelphia did have, as I think, a 300,000 undercount, it is pretty clear what we lost. That could well have been sufficient to have cost us a Congressman. If everybody had been counted, we probably would have had another U.S. Congressman. It almost certainly cost us a State senator. Similarly, four to five representatives for the State assembly. And, given the variability of the undercount around the city, hitting much harder in some parts than others, there was doubtless a lot of distortion in representation in local government.

Now I stuck my neck out a little but further. When I received your publication, your subcommittee's publication on the Federal formula grants, and saw the figure of \$50 billion in aid in 1979 alone to the States and the cities, I know it is not a very good estimate, just to

divide the total population of the United States into that, but if you divide an assumption of the current population, it comes out to \$227 a person. If we were still working in most of those programs with 1970 figures, it would be even more than that.

If you multiply that by 300,000 persons, who were missed, you get nearly \$70 million as an estimate for 1979 which Pennsylvania and the city of Philadelphia may have lost.

I wouldn't want, for a minute, that anybody should think that this is a perfect figure. Of course, it assumes that everyone gets counted here and the undercount is the same as usual elsewhere in the country, but suffice it that the \$70 million is the kind of money I think you were talking about earlier that would justify the State of Pennsylvania setting aside a little bit of money to help with the census count.

As far as my methods or assumptions are concerned, essentially I worked with the estimates of the Census Bureau for the undercount percentages in some 40 population groups classified by age, and race, and sex, and I invented a factor which may well end up being challenged for raising this basic estimate to a higher figure more representative of Philadelphia.

My paper will show some consistencies. It indicates what I have done may have some justification. I would trust that eventually the Census Bureau will do some research to test out the justification still further. Anyhow, these methods lead to what I call a basic undercount estimate for Philadelphia County alone of 185,000 people.

These figures do not include the undercount among the Hispanics or among other people who would have had serious trouble with the English language questionnaire, or among the illegal aliens, of course. When I come up with some plausible estimates for those categories, it raises the total to 300,000 persons that were issued.

I can back up my estimates with a lot of fragmentary data like examples of census tracts where maybe in some age groups there were twice as many women as men; something that obviously doesn't happen. When you walk the streets, you see it doesn't happen. Any number of other little problems that show up either in the data or elsewhere are known to people who were around here in 1970 when the census was being taken. I don't think more specific figures are appropriate.

I would like to talk just a little bit about the implications of my estimates. The obvious one has already been mentioned. With that much legislative representation riding on who gets counted, with this many dollars, perhaps \$70 million that we may be losing each year because of what happened in 1970, I think it is obvious that the census has to be turned into a crusade, an evangelical kind of crusade.

I was raised as a Baptist. I think it will take some preaching. While I have the utmost respect for the census plans, and in addition I realize how it is certainly too late to change their plans, I don't think they will be enough. I don't think they will bring the people out to be counted. It is obviously going to have to be what someone was referring to earlier as a count drive, like a voter registration drive on the argument, of course, that if you don't get counted and don't justify your representation, you haven't got anybody to vote for.

I think the one possible thing that the census authorities locally might consider is to recognize that the situation is probably much

worse in the inner city than even they knew of and perhaps still more staff ought to be switched from the suburbs to the inner city.

Another implication surfaced a few minutes ago. That is local review of the census. I have seen the Bureau's publication that proposes setting up a local review agency. I confess I don't think Philadelphia has the data to do the right kind of local review. They have been short-changing their demographic staff in the city planning commission for too long.

Obviously, some sort of local review is essential. Perhaps the State might supply some men for that. And the other thing I would like to see I guess could be labeled as research. I would like to see the Census Bureau put more money and more effort into a method for estimating the size of the undercount and thereby adjusting the census if that can become legal.

I think the sort of methods that I have used would be part of an adjustment process but they need to be tested out and can be—

Mr. GARCIA. Can I interrupt you for a second, Professor? The only reason I want to interrupt you is we held a hearing in Chicago with Congresswoman Collins. There was a professor from the University of Chicago who, like yourself, believed that it is possible to estimate the undercount at the local level with a tremendous degree of accuracy at a tremendous cost savings.

You, a professor from the city of Philadelphia, a person who is a resident of Philadelphia, your opinion coincides with another person who is also somewhat of a demographer and gives the same testimony.

Mr. NORTON. I might have some reservations on the accuracy but it is possible to test the methods. I would only take a computer program to do that.

The other thing that is vitally necessary in the larger cities is a separate study of the type the Bureau refers to as the postenumeration survey that would go to a collection of blocks with neighborhood people working in conjunction with census people to find out exactly how many got missed. It is possible, when you go door to door—the Bureau does this kind of postenumeration survey, anyhow. I would like to see them have the resources to do it on a grander scale. If they could do both, they might be able to get an adjustment method.

I know what the trouble is with the present thinking about adjustment methods. It is assumed that nobody can do it accurately. They may yet prove that to be right. But, certainly, I would not go along with any attempt to adjust the census on the basis of what we know right now, but I am suggesting that for an investment of a few hundred thousand dollars we might be able to find out how we adjust the census.

I have much more but I think I made my key points. The rest of them are in the statement. I would be glad to answer any further questions.

[The prepared statement of Professor Norton follows.]

PHILADELPHIA'S UNCOUNTED POPULATION:

ESTIMATES OF ITS SIZE, COMPOSITION, AND COSTS

John H. Norton
Temple University

In 1970, the Census of Population counted 1,950,000 persons in Philadelphia. In reality, Philadelphia's population may have been 2,250,000 and perhaps even more. The difference of 300,000 persons may seem shocking to those who are accustomed to accept published data as fact. But it must be understood that no Census ever succeeds in counting everyone. That so many were missed in Philadelphia is the result of the nature of this city's population and of the presence in it of substantial proportions of people in groups which are most difficult for the Census to count. These include blacks, hispanics, others whose primary language is not English, semi-illiterates, illegal aliens, those whose status places them somewhat outside the law, and the large number who simply choose to ignore or evade the Census because of apathy or antagonism towards government.

The costs of a Census undercount of 300,000 persons in 1970 may seem even more startling to some than the fact of the undercount itself. Reapportionment of legislative seats is one major use of Census data, and, if this undercount estimate is correct, Philadelphia's missed persons may have cost the city a United States Congressman, a State Senator, and four or five State Representatives. Then there are direct economic costs. In 1979, \$50 billion were distributed to the states and communities through some 107 federal formula-grant programs, including

Because of the uncertainties inherent in local estimates of the Census undercount, evaluations of this report are solicited. Comments should be sent to: Dr. John H. Norton, Department of Health Administration, School of Business Administration, Temple University, Philadelphia, Pennsylvania 19122.

The preparation of this report has been greatly facilitated by the research assistance of Ms. Audrey Henry.

General Revenue Sharing. While a per-capita allocation of this amount permits at best a very crude approximation of the potential loss in formula-grant aid, the possible cost per person in 1979 was \$227. This means a possible aggregate loss to the Commonwealth and City of nearly \$70 million in that year alone. This figure may well be too high, since it assumes a complete population count in Philadelphia and the usual undercount elsewhere. It also fails to take into consideration income and other factors in the formulas. But for Philadelphia, these factors might increase the estimate. Such a total is also not the only economic loss which can arise from employing erroneous population data, considering the many uses of these statistics.

The estimate of 300,000 persons missed in Philadelphia in 1970 is not a particularly precise figure. Alternative estimates of the local population undercount range from 240,000 to 350,000. Similar estimates for the 1960 Census undercount range from 150,000 to 250,000, indicating a worsening of the problem as Philadelphia's population has declined in the easiest-to-count groups and grown among those least likely to respond to the Census. No one seems to doubt the overall decline in Philadelphia's population, but the popular conceptions are based heavily on data concerning the relatively mobile and affluent sector of the population. Has growth among the poor and the ill housed offset the migration to the suburbs? It is conceivable, if unlikely. One would have to assume that housing losses through abandonment and demolitions were balanced by conversions of large dwelling units into smaller ones, by doubling up of families in single units, and by general overcrowding. Such assumptions are not unreasonable.

The estimate of a 300,000-person undercount in Philadelphia is derived in part from data from the Bureau of the Census. Through careful research on births, deaths, and net international migration, the Bureau itself has estimated that 5,300,000 persons were missed nationally in 1970. In addition, the Bureau has provided underenumeration ratios for specific age groups in the United States population, further subdivided by sex and by race. Unfortunately, these ratios are appli-

cable to Philadelphia's population only under the improbable circumstance that the local undercount experience was the same as the average for the entire nation. Since large cities with substantial low-income and minority populations appear to have had the most difficulty with the mailed-out Census questionnaires, an analysis based only upon the Bureau's underenumeration ratios would seriously understate the local undercount. Nevertheless, these ratios provide a useful starting point. Applying them to Philadelphia's counted population in an appropriate adjustment procedure indicates that 50,000 males and 28,000 females were missed from the white population and that 66,000 males and 38,000 females were missed among the blacks. Adding 3,000 for the undercount among other races generates an estimate of 185,000 persons in the basic undercount. Crude but defensible estimates for the excess undercount in other groups add 26,000 hispanics and 87,000 foreign-born persons (including illegal aliens) for a total of 298,000 missed.

Such estimates are approximations at best. Although a more exact set of figures for the local undercount are unobtainable, there are startling anomalies in the published Census data for Philadelphia which tend to support the estimates put forward here. For example, census tract 0152 in North Philadelphia had 450 males and 911 females counted in the age classification of 25-34. This results in a male-to-female ratio of .49, when the expected ratio should have been about .96--or 96 males to 100 females. Only an undercount in this age group of the order of 50 percent could have produced such a disparity, given plausible assumptions concerning the average undercount, the average imbalance between the sexes, and appropriate procedures for undercount estimation. Similar, if not quite as extreme, examples could be cited for other tracts and other age groups where the populations were predominantly non-white.

Despite the fact that the Bureau of the Census expects to spend more than four times as much on the 1980 Census as it spent in 1970 in an attempt to improve its procedures, Philadelphia's 1980 undercount may be larger than ever. There is reason to believe that the non-English-speaking population may be several times what it was in 1970, with a major increase in the category of illegal aliens--an increase, perhaps,

to as many as 200,000. The total undercount, even with the Census's augmentation of its staff, could still exceed 300,000 people. Given the costs inherent in so large a missed population, all Philadelphians need to commit themselves to a crusade for a complete count. The need is for personal, one-to-one assistance in getting every person's data recorded and mailed back to the Bureau of the Census. With solid popular interest and support, the 1980 Census may yet produce a most pleasant and profitable surprise for all residents of Philadelphia.

COMPONENTS OF THE UNDERCOUNT ESTIMATES AND THEIR RATIONALE

Estimates of the 1960 and 1970 Census of Population undercounts for the United States (along with supporting data and methodological discussions) have been published in a report of the Census Bureau's Evaluation and Research Program.¹ This report provides net undercount percentages for the white and black populations, further subdivided into males and females in ten classifications by years of age, for a total of 40 population subgroups by age, sex, and race (see Table 6, p. 31). Corrected sex ratios--i.e., males per 100 females--are also provided for whites and blacks in the ten age groups (Table I, p. 23.)

The undercount percentages and the sex ratios may be taken as averages for the component areas of the United States. Undercount percentages and sex ratios for the populations of states and cities would be expected to vary above or below the U. S. averages, depending, of course, on the variability of local experience with population undercount and local variation of ratios of males to females. The Bureau's data are not necessarily exact either. This is demonstrated by the published range from 4.8 to 5.8 million persons in the estimates of the 1970 undercount for the nation as a whole. And it is admitted by the Bureau that the chief source of uncertainty in these estimates arises from the difficulty in obtaining valid approximations of net immigra-

¹U. S. Bureau of the Census, Census of Population and Housing: 1970, Evaluation and Research Program, PHC(E)-4. *Estimates of Coverage of Population by Sex, Race, and Age: Demographic Analysis*. Washington, D. C.: U. S. Government Printing Office, 1973.

tion. The undercount percentages are nevertheless used to justify the Bureau's "preferred estimate" of 5.3 million persons missed in 1970.

Application of the undercount percentages of Table 6 (in the Bureau's report already cited) to the actual counts of persons in the 40 age-sex-race groups in Philadelphia's 1970 Census of Population produces a set of first approximations of the city's undercount. These estimates assume that the factors which produced the national undercount had the same relative effect on the counting of Philadelphia's population as they had on that of the entire country. The results of calculations employing this approach are:

	White	Black	Total
Male	16,000	33,000	49,000
Female	<u>3,000</u>	<u>21,000</u>	<u>24,000</u>
Total	19,000	54,000	73,000

The totals in these categories (as in those to follow) have been rounded to the nearest thousand to avoid the appearance of spurious accuracy. However, summations over the age-sex-race categories must have allowed some offsetting of errors in the category totals. The estimates constitute only a first approximation to the local undercount of whites and blacks, because inexplicable disparities persist between the corrected totals for males and females after addition of the undercount estimates to the actual population counts.

A generally accepted approach to eliminate the disparities between the male and female counts is to derive new male estimates from corrected female counts through use of the national sex ratios. This method assumes that Philadelphia's sex ratios by age group and race are the same as those for the nation. Unwarranted as this assumption may at first appear, it is certainly preferable to accept it than to ignore the disparities altogether. In all probability, the equally inherent assumption that the undercount percentages for females have been more accurately estimated than those for males is also true. Use of this approach provides a second-stage approximation to the Philadelphia undercount in which the male estimates rise substantially:

	White	Black	Total
Male	35,000	50,000	85,000
Female	<u>3,000</u>	<u>21,000</u>	<u>24,000</u>
Total	38,000	71,000	109,000

The addition of the estimated undercount of 19,000 white and 17,000 black males in these second-stage estimates indicates the degree of difference in the impact of the undercount on Philadelphia's male population as opposed to that experienced nationally. Philadelphia's estimated male undercount increases by 73.5 percent over the first-stage estimate. Some of this increase might be supposed to be the result of inappropriateness of the sex ratios, but any error from this cause could have been just as likely to produce an underestimate as an overestimate. Much more plausible is the assumption that the 73.5 percent increase is an indicator of the relative difference between the average male undercount for the nation and the higher one experienced in Philadelphia.

So large an increase for the male undercount in this city raises questions concerning the validity of the first-stage estimate of its female undercount and therefore justifies an attempt to revise it upward in a manner corresponding to the second-stage male adjustment. Ratios may be prepared for the 20 age and race categories to indicate the change between the first-stage totals for the corrected male population and the corresponding second-stage totals. These may then be applied as correction factors to the first-stage adjusted female population by age group and race to generate a new set of 20 corrected totals for females. Moreover, when the sex ratios are applied to the new female totals, a third set of male undercount estimates results.

Undercounts from this third-stage estimation process are:

	White	Black	Total
Male	50,000	66,000	116,000
Female	<u>28,000</u>	<u>38,000</u>	<u>66,000</u>
Total	78,000	104,000	182,000

To the total of 182,000 for the white and black undercount must be added another 3,000 persons representing an estimate of the undercount

for other races calculated by applying Philadelphia's corrected black undercount rate to the actual 1970 count for other races.

The total undercount of 185,000 achieved in the third-stage approximation is deficient in several respects. Apart from any possible errors arising from the methods employed here, there remains a failure to allow for the special problems faced by subpopulations who have major difficulties with the complex English-language questionnaire. Still another undercount component is constituted of illegal aliens, nearly all of whom would have refused to respond because of fear of identification. Since Philadelphia's population included large numbers of non-English-speaking persons in 1970, means must be found to estimate the excess undercount for these groups. (The term "excess undercount" refers to that portion of the underenumeration not already included in the basic undercount estimate of 185,000 persons.) Such estimates must also be prepared separately for Puerto Ricans (classified as native born) and other hispanics, other foreign born persons, and illegal aliens. The three categories are not mutually exclusive in any strict sense, but this defect may probably be overcome by basing the estimates for the first two categories on the actual counts after adjustments to make them mutually exclusive. The categories do not correspond exactly with the non-English-speaking element of the population either, so that the estimates are subject to greater risk of error than the preceding ones for whites and blacks. For this reason, low, preferred, and high estimates need to be provided for each category.

A low estimate of the combined excess undercount of Puerto Ricans and other hispanics is 17,000; the preferred estimate, 26,000; and the high estimate, 34,000. These figures have been prepared by adjusting the actual counts by a factor of 1.07 (slightly higher than the comparable factor for the white undercount to allow for the mixed racial composition of this population) in order to offset the hispanic undercount component subsumed in the earlier basic undercount estimate. In 1970, representatives of the local hispanic community complained bitterly that more than 50 percent of their population was missed by the Census. Such an undercount may well have occurred, but, to be con-

servative, the low, preferred, and high estimates reflect, respectively, 40 percent, 60 percent, and 80 percent of the difference between the adjusted actual figures and the claimed undercount of 50 percent. The preferred undercount estimate would raise the 1970 hispanic total to a corrected figure of 75,000. This seems low. There were probably still more hispanics in the category of illegal aliens.

An analogous procedure has been used for the non-hispanic foreign born to provide a low undercount estimate of 37,000, a preferred estimate of 57,000, and a high estimate of 74,000--all of which also must be considered conservative.

Illegal aliens remain the most uncertain problem for estimation. Two million "undocumented persons" seems to be the most frequently quoted estimate of the number of illegal aliens in the United States in 1970. If Philadelphia's share of this presumably uncounted population were relatively the same as its share of the total national population, a low estimate of 20,000 illegal aliens would be justified. A preferred estimate of 30,000--or 1.5 percent of the U. S. total--seems more reasonable, and a high estimate of 40,000--or 2 percent--may still be too low.

The summary of the undercount estimates for Philadelphia appearing in the following table also includes low and high estimates of the basic undercount, for which the preferred estimate is 185,000 persons. The low and high estimates differ from the preferred by the same percentages as the U. S. estimates of 4.8 and 5.8 million differ from the Bureau's preferred estimate of 5.3 million. Doubtless the range does not reflect the full unreliability of Philadelphia's basic undercount, but there seems no obvious basis for expansion of the range.

Undercount Category	Low Estimate	Preferred Estimate	High Estimate
Basic Undercount	168,000	185,000	202,000
Excess Undercount:			
Hispanic	17,000	26,000	34,000
Foreign Born	37,000	57,000	74,000
Illegal Aliens	20,000	30,000	40,000
Totals	242,000	298,000	350,000

Rounding these totals to the nearest 10,000 provides the earlier stated undercount range for Philadelphia of 240,000 to 350,000 missed persons and the preferred estimate of 300,000 Philadelphians whom the 1970 Census probably failed to count.

RELIABILITY OF THE ESTIMATES

The report of the Bureau of the Census cited earlier states flatly on page 21 that "Estimates of the coverage of the population of geographic subdivisions of the United States, similar in reliability and scope to those presented for the United States as a whole, cannot be prepared." Since estimates even broader in scope than those for the United States have been prepared here for Philadelphia, any differences in reliability must arise from differences in methods of estimation. The essential difference between making estimates for the United States and for Philadelphia lies in the sources of the information employed. National estimates are prepared directly from data on births, deaths, immigration, and the undercount estimates for earlier censuses. The Philadelphia estimates offered here are derived from the U. S. estimates on the basis of a mathematical and statistical analysis that includes plausible, although empirically untested, assumptions about undercount relationships. Hence, the Philadelphia estimates will reflect any unreliability of the U. S. estimates as well as any additional unreliability which might be introduced by defects in the assumptions employed in their preparation.

Admittedly, the interval from 240,000 to 350,000 persons indicated above as the range of the Philadelphia underenumeration is more the result of judgment than of analysis of potential statistical error. Local data--particularly the critical figures on net migration into and out of the city--are unobtainable as a basis for an analysis similar to that of the Census Bureau. In addition, as has been suggested, it is not impossible that the Bureau's estimates may be less accurate than they appear. And the U. S. analysis does not extend fully to races other than white and black or to the populations of Spanish or other

non-English-speaking groups. It probably does not include illegal aliens to any appreciable extent at all. Therefore, a complete estimate of the United States undercount may be several millions higher than the Bureau's preferred estimate.

A comparison of the full United States undercount of perhaps 8 million persons (including illegal aliens, hispanics, and other foreign born) with the Bureau's preferred estimate of 5.3 million provides a ratio of the two estimates of 8 to 5.3, or 1.51. The corresponding comparison for the Philadelphia preferred estimates--a full estimate of 300,000 to the basic undercount estimate of 185,000--shows a ratio of 1.62. These ratios appear to differ by no more than might be expected from the concentration of the groups most difficult to count in a large city and their relative absence in many other parts of the nation.

Probably the two principal sources of unreliability in the Philadelphia estimates are the use of the U. S. sex ratios in the second- and third-stage approximations of the basic undercount and the application of the adjustment factor derived from the first- and second-stage male approximations to produce the adjusted female undercount of the third stage. These procedures are defensible on the basis both of reasonableness and of the absence of any better alternatives. The sex ratio adjustments may distort the age distribution by sex in the direction of the U. S. distribution. But, while there are increases in the number of males in most categories for Philadelphia, there are decreases in others. The net result is to move the sex ratio for the third stage corrected counts of total males and females closer to the ratio for the entire United States. If the assumption is true that the disparities between the actual counts of males and females is largely the result of the undercount, then the increased closeness of the sex ratios for the corrected totals of males and females is an argument for the validity of the methods and assumptions employed.

To some extent, this sex ratio argument also tends to validate the third-stage adjustment factor for females, since the estimates pro-

duced by the second stage involve an increase rather than a decrease in the sex ratio disparity. Some such adjustment to the female totals is clearly necessary, and no better method than the one here used now appears possible. The procedures have produced undercount rates for Philadelphia that are two to three times higher than the corresponding U. S. rates. However, the relationships between the male and female rates for Philadelphia and for the United States are approximately the same, indicating that the adjustment of Philadelphia's female undercount probably does not distort the differing propensities of males and females to submit to being counted.

Apart from arguments of the type just offered concerning the consistency of the results with reasonable expectations, there is a substantial amount of fragmentary evidence that supports the size of the estimated Philadelphia undercount. Inspection of the data for Philadelphia's census tracts will often show glaring errors. For example, the dormitory residents of the Girard College and the Pennsylvania School for the Deaf were not counted in the tracts where they should have been resident, if they were counted at all. Other tracts show similarly inexplicable errors besides the consistent sex ratio problems. Anomalies of this sort offer no basis for an undercount analysis, but they demonstrate the problems of Census control and follow-up in large, densely populated areas. Such demonstrations, along with the problems implicit in the lengthy, English-language questionnaire, add to the justification for the size of the estimated Philadelphia undercount, even if the validity of the methods and the reliability of the estimates cannot be fully determined. Before these Philadelphia estimates can be rejected as unreliable, evidence to support their unreliability needs to be produced.

Testing the methods employed for these Philadelphia estimates may not provide fully defensible evidence of their reliability or unreliability. But evidence of statistical bias in the estimation methods (a tendency towards either overestimation or underestimation) might be determined from an application of these methods to all fifty states and their major cities and other urban and rural areas. If the

small-area undercount rates so derived do not vary above and below the United States undercount rates, and if all the area subtotals for undercounts do not approximately add up to the total undercount estimates for the United States, then the error of the methods will have been demonstrated. Identification of the statistical bias, if any, in the estimates could lead to the development of bias correction factors for the small-area undercounts which would eliminate this source of error.

SOME IMPLICATIONS FOR THE 1980 CENSUS

Nothing in this report is intended as opposition to the Bureau of the Census's plans for 1980. United States Census operations have generally been conducted as proficiently as any in the world, and, indeed, our Census has become the model for those of many nations. In addition, the Bureau's plans for the 1980 Census (including the use of a Spanish-language questionnaire and substantial augmentations of its staff) give special attention to the reduction of the undercount --at least to the maximum extent that the budget for the Census will allow. Given the budget limitations, the Census procedures must necessarily be designed to maximize the accuracy of the count for the majority of the population, even if these procedures operate to the disadvantage of certain areas and population groups.

Insofar as this report demonstrates that the Bureau's problems with the inner-city counts may be more serious than previously assumed, the implications are for still greater allocations of staff to the inner-city operations. Similarly, the size of Philadelphia's white undercount indicates that the problem is not merely limited to the minority populations. Clearly, the potential white undercount in the large cities deserves attention also.

For 1980, apart from the gains in the completeness of the count expected to be achieved by the new emphasis on reaching those groups which were previously missed, the reduction of the undercount and its political and economic consequences must be achieved through improved

cooperation with the Census by local governmental and private agencies and the general public. Philadelphia's City Planning Commission--or some other appropriate agency--needs an adequate staff of demographers and other technicians to conduct a thorough local review of the results of the 1980 Census before its data become final and published. Schools, churches, businesses, unions, neighborhood organizations, and the like could reduce the undercount substantially by publicizing the Census and persuading individuals to volunteer assistance to those who need help in filling out the forms. If Philadelphia experiences an undercount in 1980 of the size of the previous one, it will be because too many people were ignorant or careless about the importance of being counted and the costs of being missed.

The Census Bureau has indicated that official estimates of some local-area undercounts may be possible for the 1980 Census. Such estimates would seem essential for a city of the size of Philadelphia, to assure its citizens that they are not being unduly deprived of legislative representation or their shares of federal, state, and even local allocations of funds that support community programs and services. Should the 1980 Philadelphia undercount remain as high as the 300,000-person estimate for 1970, then it will be time to consider radically different approaches to counting the population of the United States and ascertaining its characteristics.

Mr. GARCIA. Congressman Gray.

Mr. GRAY. Thank you, Mr. Chairman.

Professor Norton, you have raised a very interesting point. That is the point of how do we go about trying to get a more accurate count, particularly in the urban environment? I certainly am intrigued by your suggestion that we ought to consider putting more people in the urban areas to do counting as opposed to the pure suburban and rural areas.

I would strongly agree with you on that based on my knowledge of my own district and the city of Philadelphia, the difficulty of determining how many people are living in a particular building.

But, as you talk about the adjustment, I wonder if we could perhaps develop a mechanism much like the one we use for political polling that all Congressmen are aware of, and public opinion polling, which is to have a pollster check to see how many people did fill out a form, did talk with the census taker, and then that pollster, I think the degree of accuracy based on my own personal experience is somewhat between a 3-percent and 4-percent margin of error, and could come up with an estimate as to what the undercount would be. Are you suggesting something like that?

Mr. NORTON. Exactly. There are probably Census Bureau people in the room who could speak firsthand about postenumeration surveys. I know they are done. They even contribute to the estimate of the 5.3 million or whatever it is that is missed nationally.

The question is whether the Bureau could have the money to mount such surveys in all of the major inner city areas across the country. You might have to do it. You can't assume the miss rate in Philadelphia is anything like the miss rate in New York City or in New Orleans or anyplace else for that matter.

I am seeing tremendous variation from one area of the city to the other. There are blocks just to the west of us where I would be willing to bet that the undercount rate was nearly 50 percent.

Mr. GRAY. One of the interesting things about that methodology is a person does not have to give their name or identity but they can simply say, "No, I was not contacted." "No, I did not receive a form." "No, I did not return one." And through a very good sampling, you can get a fairly accurate estimate of those who are undercounted.

As we look at the figures you have quoted, if you just took the figure between 240,000 to 350,000, and rather than use the \$200 you just use \$22, which is a little bit below, or \$20 rather, a little below the 1970 revenue sharing per capita, it would come out to about \$6 million that would have been lost. Multiply that by 10 and it's \$60 million. Certainly, if we took your figures of \$70 million multiplied by 10 over a 10-year period, it is probably a lot higher than that with inflation and so forth, you are talking about almost three-quarters of a billion dollars that an area lost simply because people were not counted.

I think that speaks very clearly to the point. I certainly hope the Census Bureau would develop a mechanism—or local government, particularly urban areas—to have an adjustment figure which is accurate because I think we can certainly develop a methodology to do that.

I have no further questions.

Mr. NORTON. I would like to be sure everyone is aware that my real interest is in a complete count. I would rather have a complete count than have to adjust. Then comes the problem of persuading the rest of the country that your adjustment methods are valid. This will blow up into all kinds of arguments.

I think what I am really trying to say is that I would like to see every citizen who can be aroused in Philadelphia to help out others with getting the census completed. I am not content just to let people listen to the television commercials and radio commercials and see the posters. Publicity is important but not as important as somebody sitting down with a person who has trouble with that form.

Then, if we can see that the 1980 census worked not substantially better than the 1970 census, I think then the adjustment should be pursued.

Mr. GARCIA. Professor Norton, if I may, are you aware there will be a conference by the Bureau of the Census in late February in Washington dealing specifically with the undercount situation?

Mr. NORTON. Yes.

Mr. GARCIA. Have you been invited?

Mr. NORTON. No.

Mr. GARCIA. Would you like to be?

Mr. NORTON. Yes. I will probably end up inviting myself to go.

Mr. GARCIA. Congressman Gray and I will make sure you get an invitation.

Mr. NORTON. I didn't get started on my series of estimates until early in the fall and the current set has been prepared since Christmas, because I knew there had to be a better methodology than what I was using, so I will get this paper off to the proper people within a week.

Mr. GARCIA. Professor Norton, has the Bureau said anything about the estimates in your statement?

Mr. NORTON. They haven't seen the statement.

Mr. GARCIA. They have not seen it?

Mr. NORTON. No.

Mr. GARCIA. Make sure they see it.

Mr. NORTON. I most certainly will.

Mr. GARCIA. One final question, if I may, Professor Norton. I appreciate very much what you said, because very few people—myself, as well—there is an emotional involvement as chairman of this subcommittee. When the last census was taken in 1970, while I was an elected official at the time, I didn't quite attach the same importance as I attach to it today because of all the fiscal formulae that have come in since 1970 and—these are directly related to the census.

I appreciate very much the fact that it is not a sexy subject. It was never a sexy subject. It is not an issue of a war going on in Afghanistan or Iran or whatever the case may be. Nevertheless, on a day-to-day basis, this is probably the most important thing—for those of us who were poor, who come out of poor communities—we can do to help ourselves in terms of this count.

I appreciate very much the fervor with which you have undertaken this in terms of your response. I am emotionally involved. You are here in Philadelphia. Do you think it is any different in 1980 in terms of how people are looking toward the census than it was in 1960 or 1970? Is there more or less awareness?

Mr. NORRox. There may be a little more awareness, I have been watching the local media very carefully. I think there has been just a little more in the newspapers than before, but not much.

In fact, I will say that I am thoroughly unhappy that New York has been talking about the 1980 census, from what I see from the New York Times and your hearings, for a good 2 years now but I heard practically nothing in Philadelphia. You might know how long New York has had a "complete count committee." Philadelphia got one just this week.

Mr. GARCIA. I'm sorry to report that New York City only put one together in the last month, and the State of New York only put one together in the last month, but let me tell you about the city of Baltimore. They have been working on this for over a year. Last year, they had the youngsters on the CETA programs going throughout the district, in and out of buildings, checking and rechecking to see who lives there and who didn't, so they are really going to be prepared in the city of Baltimore.

As soon as April 1 kicks off, they will make sure everyone is counted because they have been on that case since 1979. It is very interesting.

Mr. NORRox. That's what I suspect. I had heard Baltimore was way ahead of us, and I assumed from the hearings that New York was, also.

Mr. GARCIA. No.

Mr. NORRox. What we are all dreaming of, of course—I have an example, which I gave to Bill Epstein. That's a six-page letter from Bishop Ogilby of the Episcopal Diocese of Pennsylvania to all his clergy and principal laity, asking them to get concerned with the April census and backing it up with documentation, including earlier figures of mine.

I know, so far, of one parish that had a Sunday afternoon seminar on the census, so it can be done but you have to turn everybody on.

Mr. GARCIA. Professor Norton, we are looking right now to having one Sunday called Census Sunday on a national level. Every church, every pulpit, preaching the gospel according to the census.

Professor Norton, in closing, I would like you to know that everything you put together in this report will be entered into the record in its entirety. Thank you very much.

Mr. NORRox. Thank you very much.

[The letter from the Right Reverend Ogilby follows:]

The Diocese of Pennsylvania

CHURCH HOUSE

Suite 1600, 1700 Market Street, Philadelphia, Pennsylvania 19103

LOcut 7-8850

February 4, 1980

Dear Friends,

During April 1980, the Census Bureau will spend one billion dollars in the vital task of securing an accurate count of the U.S. population and other vital data on the population.

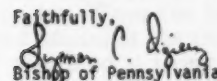
I am indebted to Dr. John Norton for bringing to our attention the importance of our support for a complete census count. Dr. Norton, member and Professor of Health Administration at Temple University, has been a keen student of the Census undercount and the economic, political, and social consequences for the five-county Delaware Valley area.

At the November 17, 1979 Diocesan Council meeting, we raised the issue and urged a diocesan response. Subsequently, he supplied me with supportive data (statistical and otherwise) documenting the concerns he raised. The Rev. Van S. Bird of my staff has summarized these data and the stake we have in the upcoming Census Count. It is attached to this letter.

I commend this concern to all in our diocese and urge your response in at least the following ways:

1. Share the attached information with other clergy and laity in your deanery and parish.
2. Contact your District Congressperson and urge him/her to press for a more accurate count than in past years.
3. Be supportive of local efforts by the Complete Census Count Committee in your community, if one should be formed. If there is none and you wish to initiate such efforts, contact the Rev. Van S. Bird of my staff.

Faithfully,


Bishop of Pennsylvania

THE CENSUS: A DIOCESAN CONCERN

In recent years, the Diocese of Pennsylvania has been emphasizing our concern for the urban areas and its people in distress. The Episcopal Urban Bishops' Coalition has prepared and presented to us a significant document: THE CHALLENGE FOR EVANGELISM AND MISSION: A Call by the Urban Bishops to Renew the Mission To The City and Its People.

It can be documented that there has always been an undercount in the 10-year census, but some population groups are more likely to be overlooked than others. Minority and low-income people who could most benefit from census data are also the least likely segments of the population to be accurately represented in the 10-year census count. According to the Census Bureau, 7.7% of the country's Black population was missed in the 1970 census, and one out of every ten Black males was not counted. America's total census undercount in 1970 is estimated at 2.5%.

Census data are important. They may determine whether a legislative district is added or eliminated. Funds to local communities from the Department of Housing and Urban Development, the Labor Department, Health and Welfare Department, Department of Education, to name a few, are derived primarily from census data. Although the social and economic costs are heaviest in the central cities, our entire region is affected. We all have a stake!

I. ESTIMATED UNDERCOUNT OF PHILADELPHIA

POPULATION IN THE 1970 CENSUS --

SEE DITTO SHEET.

II. COSTS TO PHILADELPHIA OF THE 1970

DECENNIAL CENSUS UNDERCOUNT --

SEE DITTO SHEET.

III. THE POTENTIAL FOR UNDERCOUNTING THE

1980 CENSUS OF POPULATION --

SEE DITTO SHEET.

IV. SOME POSSIBILITIES FOR INDIVIDUAL

AND LOCAL COMMUNITY INVOLVEMENT --

SEE DITTO SHEET.

I ESTIMATED UNDERCOUNT OF PHILADELPHIA POPULATION IN THE 1970 CENSUS

(Components of Estimate - Missed Persons)

Local Undercount, if national rates were applicable	100,000
Estimate for Additional Disaffected and Transient Persons	25,000
Estimated Additional Undercount of Spanish-speaking persons	25,000
Estimated Undercount of other Foreign-born, including Illegal Aliens	50,000
ESTIMATE OF TOTAL UNDERCOUNT:	200,000

NOTES:

1. Application of national undercount rates to Philadelphia's 1970 official population count (by age, race and sex) shows 101,100 missed persons. See attached map and table of undercount rates. The 1970 figure is not substantially different from the 1960 estimated undercount.

2. Anomalies in Philadelphia's census counts indicate much higher rates of missed persons than the official national estimates. See attached table of illustrative census tract data.

3. Representatives of the Spanish-speaking community in Philadelphia estimate a 50% undercount of their population, i.e., 35,000 persons missed.

4. Philadelphia's population of illegal aliens appears to be growing, rapidly. If New York City's current estimate of 750,000 illegal aliens (10% of total population) is correct, Philadelphia may have as many as 100,000 to 200,000 illegal aliens.

5. The 1970 Census indicated 127,000 foreign-born persons in Philadelphia. The mail-out, mail-back procedures and an English-language form caused many problems with this group.

II COSTS TO PHILADELPHIA OF THE 1970 CENSUS UNDERCOUNT

(Undercount estimates for Philadelphia County range from 100,000 to 300,000 persons. The following "costs" are based on a compromise estimate of 200,000 persons.)

I. From Legislative Reapportionment:

- A. Probably one U.S. Congressman
- B. One State Senator
- C. Three to four State Representatives
- D. Distortions in local representation.

II. From Revenue-sharing and other formula-allocated Federal monies in 1979.

- A. About \$5 million in revenue-sharing.
- B. As much as \$45 million in other grants.
(approximation is \$250 per person missed)

III. Errors in Population-based Statistical Indicators

- A. Overstatement of crime rates, mortality rates, and other indicators with population denominators.
- B. Impact on population-based decisions, e.g., at 4 beds per 100 persons, "excess" hospital beds would be reduced by 800 beds.
- C. Distortions in unemployment, income, and other population characteristics for the City and its planning areas.

III. THE POTENTIAL FOR UNDERCOUNTING IN THE 1980 CENSUS OF POPULATION

- I. Unless the local community promotes and supports the 1980 census, a higher undercount than in 1970 may be expected.
- II. Philadelphia's population presumably has increased since 1970 in the categories most likely to be missed by the census, i.e.,

- A. Blacks
- B. Spanish-speaking persons
- C. Legal and illegal aliens
- D. Disaffected young people

- III. Public disenchantment with government may have serious repercussions. Census pretests in Camden, New Jersey and Oakland, California, showed mail return rates of only 50%, and a Richmond, Virginia "dress rehearsal" census a return rate of 78%.

* * * *

IV. POSSIBILITIES FOR LOCAL COMMUNITY INVOLVEMENT IN THE 1980 CENSUS

I. Complete County Committee

- A. Elected officials, political organizations
- B. Clergy and churches
- C. Minority group leaders
- D. Neighborhood organizations
- E. Schools
- F. Business and professional organizations
- G. Media

Mr. GARCIA. Next is a group of leaders from the Hispanic community. I would like them to come up as I call them one by one.

Mr. Luis P. Diaz, Esq., executive director of the Latino Project, and a member of the Steering Committee of Hispanics for an Accurate Survey.

Next is Guillermo Salas, Jr., executive director, Spanish Merchants Association and also a member of the Steering Committee.

The next person is Efraine Blasini, vice president of the Delaware Valley Hispanic Chamber of Commerce.

Mr. Diaz, why don't you start off with your testimony?

STATEMENT OF LUIS P. DIAZ, ESQ., EXECUTIVE DIRECTOR, LATINO PROJECT, AND MEMBER OF THE STEERING COMMITTEE OF HISPANICS FOR AN ACCURATE SURVEY

Mr. DIAZ. First, I would like to thank both Congressman Gray from Philadelphia and yourself for inviting us to come down and participate. I would like to give you a brief overview of who we are.

First off, I am here as a representative of both the Latino Project and Hispanics for an Accurate Survey. The point of Hispanics for an Accurate Survey is we have done a lot of research analysis into the problem of the undercount and, to give you our bottom line, we feel the 1980 census is going to suffer, to a similar degree, all the problems of the 1970 census.

The only rational answer that we can come up with was to, in fact, have independent data. What I would like to do today is point out the specific problems that we have come across, share them with you, and then give you our analysis of what has to be done.

We would like to also make recommendations to what the Congress can do with this kind of data.

Let me point out that the Hispanics for an Accurate Survey is a coalition of Hispanic groups that is basically a cross-section of the entire Hispanic community of Philadelphia. We have exported our point of view to other communities; have been invited by other Hispanic communities to share the expertise we have been able to put together over the past couple of years.

Let me start off with the question of the undercount. We have all been talking about the question of the undercount. We realize it exists. The key is to what degree does the undercount exist for our view, particularly in Hispanic communities? If I may, let me refer your attention to the chart that is to your left. In 1973, through the city of Philadelphia Model Cities program, a study was commissioned to make a survey. What we have is a recognition back in 1972 that statistical data and demographic data on communities is extremely important in identifying the needs of the city.

What was done here was an attempt to verify concentrations of Hispanics in the city. Those black dotted lines represent the Model Cities area. The red area represents areas designated as Hispanic areas through census tracts.

What you find is: In 1972, with the methodology of going door-to-door, the survey group commissioned by moneys from the Federal

Government actually counted 18,256 people in an area where only 2 years before the Census had counted 7,000 people.

The point of this is, gentlemen, that the undercount that we are talking about in that specific neighborhood, going by census tract to census tract and comparing households as to the Federal census, you come out with a disparity of between 250 and 300 percent. The largest disparity you come up with from the census methodology—incorporating the notion, yes, there is an undercount—is between 2 and 7 percent.

Faced with this reality, we asked ourselves: What do you do here? We looked then at how and why could something like this occur?

We started looking at the census methodology. We incorporated into our research help from the statistical department of the University of Pennsylvania, the statistical and demographic department of Temple University, and I have spoken at length with Dr. Norton on this issue.

The first problem is that the census doesn't really count people. It is a misnomer. What it does is give people an opportunity to be counted. The mail-in/mail-back questionnaire as we see it is the key culprit.

Look at our community and you see a couple of different things. This survey told us, for example, 43 percent of our Hispanic population in that neighborhood spoke no English at all. The mean education level was then third and fourth grade. We found out the percentage of people on public assistance was approximately between 25 and 28 percent.

Add all of these factors to the fact that individuals on public assistance fear the recognition of members of their own families, what may be considered absenteeism husbands living in so they can get their public assistance payments, what may be relatives from Puerto Rico or other places that have taken in boarders to supplement the low income they get from public assistance, and you will have a situation that lends itself most definitely against filling out a questionnaire.

Add to this the problems that the community has very serious problems in terms of even being recognized by the Postal Service with legitimate addresses. You have a highly mobile community, where that survey tells us that people may move three, four and five times within a year. A house becomes abandoned and it is slightly better than the house they live in so they will move in.

The Census Bureau, itself, knows these facts, gentlemen, because they have pretests and prestudies that show minority communities not responding in the ranges of between 60 and 70 percent, so we already know that the methodology is, in fact, the key problem.

We know in 1980 there will be improvements. The questionnaire will be made available in Spanish. We know that in 1980 there is another improvement, a specific question asking you whether or not you're Hispanic. That, we applaud. That was a result of tremendous political lobbying over the past 10 years with the Census Bureau.

Gentlemen, I put forward to you that that is not going to solve the problem. The census questionnaire, the long form is about 35 pages and the short form is approximately 8 pages. It looks like a testing vehicle, where you have to fill in the blank spaces with a No. 2 pencil and so on and so forth.

In a community that discards junk mail, that will not read that questionnaire, we are going to face very, very serious problems.

Mr. GARCIA. I would like to interrupt you because this is being recorded—this is going out over an FM station—and I want to make sure that people understand this; I don't want them frightened by it: You said eight pages. There are 20 questions, if I remember correctly, on the short form. The reason why is that while, in fact, it may look like it is a great deal, the fact of the matter is that there is room for seven persons living in a family. Actually, the only questions that have to be answered are the ones on the right side from H-1 through H-12.

I just don't want to scare anybody. The reason why we have it so big is because there are seven people that we can go up to on one census form. I think it is an important point.

I am not going to quarrel with you on the long form, but I believe that information would be extremely important, as well. I think you need that information in order to get some overview as to what a community is all about.

Mr. DIAZ. I certainly agree with you. The point I was trying to make is not that the questions are not important and relevant. Clearly, the long questionnaire is even more valuable than the short questionnaire. The problem is, looking at our particular community, can this form really be an efficient way to analyzing that particular group?

I raise this question: We did a nonscientific survey of just giving that questionnaire out to people, and they had tremendous difficulty trying to figure out what it was.

Mr. GARCIA. But Mr. Diaz, in fairness—and I am not here to quarrel with you but I think this is a very important point: What we are trying to do is encourage, and not discourage. This particular form, because of the nature of the form and because it is a form that will be photographed and placed on microfilm, is designed in such a manner that we can actually take the data off the form, itself without a name.

I merely want to emphasize that. Most people think this goes into a computer with the names. The names are excluded. In other words, all we have is the raw data as it pertains to the individual or the individual family. That's a very important point when you talk about the questionnaire; the confidentiality. I say that to you because I am chairman of this subcommittee for 1 year, and I happen to be the chairman of the subcommittee during the year in which the census is actually taking place, and it places a tremendous burden on me.

They always complain that minorities are undercounted. I am a minority, myself, and I know, if we fall off the roof and we have again undercounted, they will say, "What do you expect? We even had a minority as the chairman."

I am prepared to take that heat. Nobody gives anything away in this business. The point I am trying to make is that there are many things you can say that are rational and real. I will not quarrel with you. And I will also say this: If I should be reelected to Congress, I will stay as the chairman of this Census Subcommittee because I think census has to be reformed, there is no question, but this is what we have to work with today.

More important than anything else, as far as I am concerned, whether I agree with census or disagree with census, is that this is

the tool we have got and we have to put it all together because, if we don't get on the ball in 1980, we will have to wait until 1990 to get on the ball.

I think poor people—especially the minorities—cannot afford that luxury. We are all in this together. After this is over, I would be delighted to sit with you and if you want to reform the census in 1981, I will be the first one leading the charge—I mean the Bureau of the Census.

Mr. DIAZ. That brings us to what we can do now. It is my opinion there is much Congress can do. There is much we can do in the communities. Our coalition, in fact, has been in contact with the census and we have offered our efforts to both publicize and circulate and help people fill out these individual questions. It is our intention to try to make the census in 1980 work as best as possible, but we cannot erase what we know, and that is the fact that it is going to undercount us severely.

I don't believe, Mr. Garcia, that we have to wait until later to come out with an improved census. In any other science, you will have a test group and you have your experimental group. You always compare.

Here we have a situation where every urban center in the country comes forward and says this can't be right, and every minority group comes forward and says it can't be right. The problem is that they go to court and the judge sits there and says, "What do you want me to do? You are just making an allegation. The only thing we have to go by is the census data, itself."

If we spend one-half a million dollars publicizing the census and if, in Philadelphia, instead of counting 40,000 Hispanics, we count 120,000 Hispanics, we have no sense of either how good or bad the census was in 1980. What we have done is incorporate our knowledge of what is wrong with the methodology.

The first thing we know we have to do is go door-to-door. One of the things that told us that is that survey. It counted three times as many people as the Federal census. The Federal census, itself, recognized this problem and moved in this area. They send people out to go and count individuals. Enumerators do not play the function of going out and counting people. They are a backup system. They are a backup system designed to go to households that have been identified as not filling out the questionnaire. They will not identify households that have got the questionnaire and they will not fill out the questionnaire for people unless the people actually request that.

So we have an opportunity now to introduce what I believe is, for the first time—in my travels, I have not come across other groups doing their own population surveys—we have an opportunity to have the test group. We can come forward finally with some data.

What I would suggest that Congress do is encourage, if not mandate, that the census, as a science—not as a political organization, not as a bureaucracy, but as a science—and every scientist I talked to applauds the notion of having additional data. I have gotten mixed responses from the bureaucracy.

The first response was a total condemnation of our effort. The second response was a total support of our effort. The scientific data, itself, is going to be the answer to these questions. Certainly, groups

coming together can lobby and put their points of view forward. If you have independent data, the Census Bureau can incorporate that, and if there is a large disparity, somebody finally is going to have to answer the question of why is there a disparity.

If we are correct in our assumptions through research that the culprit is methodology, it seems to me Congress has to bite the bullet and say this particular community, because of its inherent problems, cannot be counted using this methodology and the methodology has to be improved.

What you can do is incorporate the data and eliminate from the census methodology the problems that have been defined. Further, we can recommend that the very political nature of the census and the census count be removed. You find that the notion of sending enumerators out is, in fact, part of a patronage system. One party is in power. Only people from that party will be in key positions to, in fact, have the enumeration done.

It seems to me, gentlemen, that the further we get from the science of counting, the greater the likelihood of the problems of undercounting. That's the basic text of my statement.

Mr. GARCIA. Thank you. We will get back to you. First, let's hear from the other two panelists.

Mr. DIAZ. Thank you.

[The statement of Mr. Diaz follows:]

I. THE 1970 CENSUS WITHOUT A DOUBT UNDERCOUNTED HISPANICS

The 1970 federal census reported the Hispanic population in Philadelphia to be 43,000 people. The 1975 update added 1,000 for a total estimate from the U.S. Census Bureau of 44,000 people.

A 1973 survey using methodology superior to that of the Census Bureau (actual interviews of some 4,000 households) counted 2 1/2 times as many Hispanics as did the 1970 census in identical census tracts. In census tracts where the Census Bureau counted 7,000 Hispanics, other researchers (whose findings and demographic data were published in "A Residential Survey of the Spanish Speaking Community of the Model Cities Area") counted, through actual interviews, 18,256 Hispanic persons in those same exact census tracts. The results of this study, extrapolated for all other census tracts in the City, estimated the Hispanic population of Philadelphia at 83,000 persons in 1973.

In 1976, the City of Philadelphia, in describing its planned use of C.E.T.A. funds allocated for jobs and training, officially estimated the Hispanic population of Philadelphia at 96,000.

Extrapolations based on a Civil Rights Commission Study, "Puerto Ricans In The Continental United States: An Uncertain Future" indicate that in 1978 the size of the Philadelphia Hispanic population ranged from a minimum of 110,000 to more than 150,000.

II. WHAT IS WRONG WITH THE FEDERAL CENSUS

The methodology used by the U.S. Census Bureau just about guarantees that erroneous estimates will be made in determining the size of the Hispanic population. The census is dependent on a mail-in/mail-back format. A census questionnaire is mailed to the individual household; after it is completed, it is mailed back to the census bureau. Common sense indicates that the following factors associated with the above methodology are at fault in undercounting Philadelphia's Hispanic population:

- a) a mail-in/mail-back census puts the responsibility of being counted on the public rather than on the census bureau;

- b) the 4th grade median education level of Philadelphia's Hispanics does not provide the community with enough appreciation of the importance of the census to motivate them to complete and return the questionnaire;
- c) 43% of Philadelphia's Hispanic population speaks no English;
- d) questionnaires are available in Spanish but must be sought out by the individuals needing them who may not know this, or how or where to obtain Spanish forms;
- e) the conditions of some Hispanic neighborhoods are such that no mail is received by many people as they live in buildings considered to be abandoned;
- f) census marshals are reluctant for many reasons to enforce the mandatory return of completed questionnaires in ghetto neighborhoods, such as they may fear for their personal safety, and so make up their own statistics.
- g) poverty groups are generally suspicious of census questionnaires:
 - 1. they believe the information will be made available to Welfare Offices and bill collectors;
 - 2. the "Man of the House" welfare rule discourages individuals from identifying male members of the household as it means cutting back or stopping welfare payments;
 - 3. welfare families taking in relatives or boarders are reluctant to divulge their presence as it would again jeopardize welfare payments;
- h) Census Bureau estimates using a five or fifteen percent sample basis and subsequent adjustments to these estimates are faulty for many reasons, such as the fact that many more Hispanic individuals live within given living quarters than are usually found in average American homes.

III. WHY ACCURATE CENSUS DATA ON HISPANICS IS NECESSARY

"THERE PRESENTLY EXISTS NO DEFINITE DATA ON THE
HISPANIC POPULATION OF PHILADELPHIA."

Hispanics have a statutorily mandated right to their fair share of every federal revenue sharing dollar and every social program dollar granted to the City of Philadelphia. (Source: Title VI of the 1964 Civil Rights Act).

The Hispanic community's share of everything from the programs administered through H.E.W., to housing starts in the community under H.U.D., to job training and placement possibilities through the Department of Labor under C.E.T.A., to the economic development of the community through Community Development funds, and to the design, planning, and administering of all social programs within our city, is all based on how many people there are in the Hispanic community.

The City of Philadelphia, when accounting to the Federal Government for its expenditures to minority communities, has used the 1970 census for justifying its allocation of federal dollars to Hispanics. The 1970 census estimates our community to be 2.7% of the overall population of the city as compared to approximately 8% which other more recent studies suggest that it, in fact, is. Across the board in hard dollars and cents, without accounting for intentional discrimination, we know the Hispanic community is underserved and underrepresented in all of the above-mentioned federal programs and incentives as only 1/3 at best, of its members are even identified as potential recipients because of census undercounting. The C.E.T.A. budget alone in 1978 was over \$60 million. Analysis by members of the Hispanic community suggests that underrepresentation in jobs and training programs was particularly high, as 3 to 5 times as many Hispanics should have received the benefits of that program than those who actually did.

An accurate census count would immediately benefit the Hispanic community, giving it legal rights to appropriate participation in and benefits from the above-mentioned programs and services as well as from other federal programs funded on the basis of demographic data.

IV. PHILADELPHIA HISPANICS NEED TO BE SEPARATELY IDENTIFIED TO IMPROVE THEIR STANDARD OF LIVING

"HISPANICS ARE THE LEAST PAID, WORST EDUCATED, AND HAVE THE HIGHEST INCIDENCE OF UNEMPLOYMENT AND UNDEREMPLOYMENT OF ANY ETHNIC GROUP IN THE COUNTRY."

If Hispanics are at the bottom of the socio-economic ladder, mainland Puerto Ricans are the underside of the bottom rung. The following national statistics substantiate this unfortunate fact. (Puerto Ricans represent almost 90% of Philadelphia's Hispanic community).

1. As of March 1975, 33% of mainland Puerto Ricans were living below the poverty level as compared to 24% for Mexican Americans and 14.3% of Cuban Americans, and 12% for the general population.

(U.S. Bureau of Census, Persons of Spanish Origin: March 1975 (Advance Report) Table 7, page 8; see also, Puerto Ricans in the Continental United States: An Uncertain Future - Report of U.S. Commission on Civil Rights, October 1976, pages 8 and 9).

2. While the median income for all U.S. families was \$12,826 per year, Puerto Rican families earned only \$7,692 compared with \$9,498 for Mexican Americans and \$11,410 for Cubans: (Ibid., Table 4, page 6)
3. 3.3% of all U.S. adults completed less than 5 years of schooling; 17.4% of mainland Puerto Rican adults did so. (Ibid., Table 4, page 6)
4. While more than 62% of all U.S. adults were high school graduates, only 28.7% of mainland Puerto Ricans had ever finished high school.
5. In 1970, of all American adults with a high school diploma, the median income was \$9,091. For Hispanic adults, it was \$7,980. "God only knows what it was for Puerto Ricans!" (U.S. Department of Labor Manpower Report of the President (March 1973) pages 102 and 103.
6. As of March 1972, the official unemployment rate for mainland Puerto Ricans was 12.6%; the adjusted unemployment rate (also counting those chronically unemployed) was 33%. (Report of the U.S. Commission on Civil Rights, October 1976; page 61).
7. The War on Poverty of the 60's might as well have been a war on Puerto Ricans. Puerto Rican family earnings averaged 71% of the national average in 1959. In 1974, Puerto Rican family earnings were only 59% of the national average. (Ibid., page 47)

8. If one were to compare the average Puerto Rican adult as composited by the above information with the average Puerto Rican adult in Philadelphia, the composite would be more highly paid, better educated and more gainfully employed. Statistics computed by the Philadelphia Planning Commission show Philadelphia Puerto Ricans and other Hispanics to be in worse stead than that reflected in the national averages.

V. CORRECTIVE MEASURES PROPOSED BY THE CENSUS BUREAU ARE WELCOME BUT NOT ADEQUATE

The Census Bureau has taken steps to assure that Hispanic and other minority groups participating in the 1980 Census are more cognizant of their rights and obligations in regards to the census. The Minority Statistics Program, in conjunction with the National Services Program, the Community Services Programs and the Census Advisory Committees for the Black Population and the Spanish Origin Population is designed to inform minority groups of the importance of data on identifiable minorities through exhibits, workshops and similar educational and promotional efforts directed by nearly 200 special Census Bureau employees working with neighborhood, city-wide and State and regional organizations.

As far as the Hispanic community is concerned, these well-intentioned efforts are almost certainly doomed to failure. As previously indicated, Philadelphia Hispanics are plagued by a high rate of illiteracy. In addition, almost half of that population speaks English poorly or not at all. Hence, even if the Bureau's promotional campaign were to heighten the Hispanic population's awareness of the impact of the census, there is no guarantee that it will be in a position to comply completely with census requirements.

VI CONGRESS SHOULD ALLOCATE FUNDS IN THE FORM OF GRANTS TO COMMUNITY ORGANIZATIONS

Purpose:

- a) Create Committees for a Complete Count that will assume the responsibility of encouraging and assisting Hispanics in complying with the census requirements. Part of the CCC's efforts will be directed towards English-speaking persons residing in Hispanic neighborhoods encouraging them to assist their non-English speaking neighbors to comply with census requirements;

- b) establish local Review Board (LRB) to identify pre-census sources of error, e.g. incorrect names and addresses and to identify post count errors in local statistical totals;
- c) ascertain actual Hispanic response to the 1980 census; and
- d) identify problems related to failure to respond, e.g.
 - 1. lack of language ability;
 - 2. lack of adequate information;
 - 3. inadequate identification and/or listing of households; and
 - 4. any other element that could be negatively affecting Hispanic responses to the census;

Additional measures should be undertaken to minimize the effects of extraneous factors in the Hispanic response to the Census, including following:

- a) bilingual/bicultural census takers and other personnel should be used in every phase of the data collecting procedure. During the call back period, households failing to respond or not respond properly should be contacted by bilingual personnel. Bilingual personnel should be made available under the auspices of community organizations to answer questions or provide assistance to Hispanic citizens;
- b) criteria which tend to exclude Hispanics from working on the census, e.g. standardized examinations, should be eliminated. Work experience, recommendations etc. should be the sole criteria for selecting Hispanic personnel;
- c) a Census Advisory Committee (CAC) consisting of private citizens and local officials should be established for the purpose of bringing actual or perceived problems to the attention of local Bureau of the Census personnel.

Mr. GARCIA. Next is Mr. Salas.

**STATEMENT OF GUILLERMO SALAS, JR., EXECUTIVE DIRECTOR,
SPANISH MERCHANTS ASSOCIATION AND MEMBER OF THE STEERING
COMMITTEE, HISPANICS FOR AN ACCURATE SURVEY**

Mr. SALAS. First, I want to thank Congressman Garcia for coming, and Bill Gray, who is always concerned with the issues.

We have heard much testimony here this afternoon. It is basically a well-established principle that we, in fact, have not achieved status as Hispanics throughout the 1970's. As a result of cultural differences and language barriers, the situation will most likely not improve in the 1980 census and in years to come.

We recognize the need to stimulate participation among minority groups during the 1980's. That is crucial. We have found that over 100 Federal agencies do allocate dollars and funds to local municipalities and governments based on the number of population, and in the last 10 years the Hispanic community, in effect, has been deprived from other funds coming out in terms of education, housing, employment and in the area of economic development.

While our testimony is basically in the area of undercounting, I wanted to talk a little bit about the effects that the undercounting has in the area of economic development, and particularly within the Hispanic community. The Spanish Merchants Association is an economic development agency and the only one of its kind servicing the Hispanic community here in Philadelphia.

Small business is the foundation of free enterprise and is the link between new jobs and new technologies. Few people seem to understand that and the role it plays in the development and revitalization of our inner cities, where most minorities are concentrated and live.

I would like to throw some figures out in small business in terms of overall nationwide figures. We have over 13 million small businesses in the country which account for 44 percent of the gross national product, 50 percent to 70 percent of all private employment, and about two-thirds of all new jobs created in this country.

A Department of Commerce study covering the years from 1969 to 1976 showed that 66 percent of all private jobs were created by small firms employing 20 or less employees; that in respect to major corporations, which create 13 percent of new jobs created in that time frame.

Small businesses—particularly minority business enterprises, which are basically customer and retail and service oriented, mostly concentrated approximately 90 percent within inner cities—have demonstrated the ability to be able to foster their own growth, operate a business properly, and particularly in the Hispanic community in Philadelphia, where a 1974 study of what we call the district revitalization area, a three-block commercial sector, indicated \$82 million in potential disposable income in that area. That was in 1974-75, which reflected a new movement of people into the area.

We are primarily talking about the same area that Mr. Diaz referred to before in the Model Cities area, where we have experienced a tremendous undercount of population.

In terms of creating new jobs, we have used the small graph used in publications by small business groups and the Small Business Administration of the effects that a community can have when 100 new jobs are created in that particular community. I just want to point to a couple.

For instance, 100 new jobs would bring in an additional 300 people to the area in terms of 900 more school children, \$710,000 in personal income to the area, deposits to banks, additional households, retail establishments and 635 indirect jobs, in addition to about \$300,000 in additional retail sales per year.

The implication seems to be clear. Undercounting has an effect in terms of the allocation of dollars to citizens. It also affects the small businessman in terms of being able to justify market penetration, expansion, tools used by major corporations in this country, in terms of what services are developed in those particular areas.

So this is not only a detriment to the Hispanic and other minorities in the country and poor people in general, but to the disadvantage of small businessmen who would want to know accurate data to expand their business.

That is basically a summary of my statement. I want to thank you for the opportunity to speak.

[The full statement of Mr. Salas follows:]

Statement to the U.S. House
Sub-Committee on Census and Population
Public Hearing - February 11, 1980
Temple University
Philadelphia, PA

It is basically a well established principle that the socioeconomic growth of Hispanics has been seriously hampered as a result of the 1970 Census undercount. Cultural differences and a severe language barrier in addition to other adherent problems with the Census methodology have prevented and will prevent Hispanics from being counted.

We are concerned that everything referred to as "Minority" is synonymous with Black. You must realize that Hispanics comprise a distinct group with concerns and priorities that frequently differ from those of other minorities.

The need to stimulate participation and cooperation from minority groups during the 1980 Census is ever more crucial to the well being of our Communities. Accuracy is crucial since over 100 federal programs use Census data as part of the criteria for allocating funds earmarked for minorities and economically disadvantaged groups. The Hispanic Community's share of everything from Education, Housing, Employment and Economic Development has not been provided since these funds are allocated based on the number of people.

Spanish Merchants Association is a Business Development Organization concerned with the Economic Development of the Hispanic Community.

Small Business is the foundation of free enterprise and the link for new technologies and jobs. Yet, few people understand or recognize its role in supporting the economic base of our inner cities. Small Businesses, over £3 million, nationally account for 44% of the GNP, 50 to 75 % of all private employment and almost 2/3 of all of all new job opportunities. A Department of Commerce study, on job formation, showed that firms with 20 or fewer employees generated 66% of all new jobs in the United States during the 1969 to 1976 period. In contrast, firms with 500 or more employees generated only 13% of the new jobs.

Thus, statistics confirm that Small Business is the tool for future economic growth and that if hampered there will exist a loss of confidence and a shrinking of the entrepreneurial spirit, which effect on the economy could be disastrous.

Small Businesses, particularly Minority Business Enterprise, are clustered in the retail and service sector of our economy; an area of non-priority within the Federal government. Spanish-speaking businessmen in particular, who have demonstrated their ability to establish and operate profitable businesses are often discouraged from taking advantage of existing capital assistance and managerial programs because of language difficulties and red tape. A 1974 survey of the 5th Street Business District, an area which is 60% Hispanic, indicated the availability of over \$82 million in expenditure potential. Also, exhibit A, clearly demonstrates the tremendous effects of what jobs can mean to a Community (SBA).

The implications are quite clear. The issue of census undercounting adversely affects not only citizens in obtaining their fair share of government funds, proper expenditures of municipalities, etc. but also the inability of the small businessmen to properly analyze demographic trends and thus market penetration.

The Administration must take appropriate actions that will simplify the task of integrating socioeconomic development at the local level between agencies such as HUD, EDA, SBA, CSA, etc., and that the future of many small businesses and minority citizens will rest upon the action or non-action taken here today.

Thank You.

Mr. GARCIA. Thank you.
Next, Mr. Blasini.

**STATEMENT OF EFRAIN BLASINI, VICE PRESIDENT, DELAWARE
VALLEY HISPANIC CHAMBER OF COMMERCE**

Mr. BLASINI. Mr. Chairman, thank you for providing me the opportunity to bring to your attention some of the issues that concern us regarding the 1980 census; specifically, the undercounting of minorities, and especially Hispanics.

In this concern, I represent not only the Delaware Valley Hispanic Chamber of Commerce but also a variety of Hispanic community groups throughout south Jersey.

I have a prepared statement which I would like to submit for the record and perhaps just summarize.

We recognize as a most important issue the realization of an accurate census count. The figures gathered through this process are a significant factor in the formula used for the apportionment of 42 percent of the Federal grant moneys allocated to State, counties, and local government throughout the Nation. These figures become an even more important factor in allocating funds under revenue sharing, CETA community development, and title XX programs. These funds make possible many of the vital services provided to minorities in this area.

We are greatly concerned about the accuracy of the 1980 census because of its importance in the allocation of funds and the provision of constitutional representation in Congress for the next decade. The realization of an accurate census will play an important role in the development of Hispanics throughout this Nation.

The census advises us that they will be spending \$367 million in order to improve census procedures which they hope will reduce the undercount. We are pleased to learn of these efforts; however, we question how significant and effective will these efforts be? We sincerely hope that these moneys become an investment leading to the realization of an accurate census. Unfortunately, as we all know, there will be an undercount. Many, amounting to millions, will not be counted. This fact is inevitable due to the monumental task of enumerating and counting such a diverse population.

Recognizing this, we urge the Bureau of the Census to assume a more realistic attitude toward the task at hand and in this spirit to provide Congress, in addition to the census count, a figure representing an estimate of the census undercount. This estimate should include statistical adjustments for the undercount by regions and by minority groups. What we are asking is for an indication of the statistical accuracy of the census work.

In addition, we petition Congress to consider both figures, the actual census number and the percent of undercount, as an important factor in the process of allocating funds and congressional representation for the decade of the 1980's. This recommendation has been made by the National Academy of Science, the General Accounting Office and others in many hearings and presentations. The final decision concerning this issue rests with Congress.

Also, we are concerned about the effort claimed by the census to improve its accuracy and to augment the counting of minorities, legal and illegal aliens, the migratory workers, and the poor in general.

Those whom we feel suffer the most from an inaccurate census count. We are afraid that their efforts may not be enough to provide a significant improvement in the accuracy of the census. We emphasize the importance of the following alternatives:

1. An increased effort to educate minorities on the purpose and use of the census data.

2. The creation of ad hoc committees to increase the participation of the community in the census process and monitor the operations of the Census Bureau.

3. Wider use and distribution of census materials and questionnaires in Spanish.

4. The creation of community assistance centers to provide information, translation, and assistance in the distribution and completion of questionnaires.

5. And of utmost importance, the recruitment of bilingual community based personnel to conduct the census activities in Hispanic areas.

There is also great concern for the migrant workers in the south Jersey area. According to figures from the New Jersey Department of Labor migrant workers in this area represent up to 18,000 in number, of which it is estimated that 95 percent of them are Puerto Rican.

The irony of this is that the migrant worker's season has not started and because of this census will not be able to count them.

The migrant worker estimate is important since they utilize the services in the areas where they may be located; draining on the funds—to a more or less degree—that have been allocated for the permanent population.

The problem of counting the migrant worker is one affecting States that depend on an agricultural economy. However, I am amazed at the fact that the concern of counting migrant workers has not been given adequate importance by those interested in making an accurate census count. The issue has not been addressed properly.

In closing, I would like to add to a statement made by Congressman Florio. It concerns examples of some of the things that occurred in the trial census in Camden City back in 1976. Quoting examples from a presentation made by Mayor Errichetti in 1977 to congressional leaders he noted the following instances of the census' lack of real concern and accuracy for their work.

He mentioned that in one tract a large building structure which, in reality, was a church, was enumerated and considered to be the county jail. The irony of this is that the jail is located in the city hall building which is very difficult to miss.

Another interesting example: On another tract the census enumerators concluded that in one block there were no habitable structures. However, in looking back at the figures gathered in that area, it was found a census taker had assigned a population of 10 persons to this same block they enumerated as empty.

I would like to note that we will be monitoring the activities of the census and their efforts to count minorities, especially Hispanics, in order to ascertain the reality of their efforts and significance thereof.

In closing, I hope this subcommittee will support Hispanics in these efforts.

Thank you very much.

[The prepared statement follows:]

NEW JERSEY VIEW OF THE CENSUS

Once again we are approaching the Census activity. It is a matter of utmost concern that on this occasion Hispanics as well as other minorities are effective participants in the Census process. We are concerned that we are not counted.

Problem: Miscalculation of minorities, specifically Hispanics, is due to the following:

1. Language problems.
2. Fear of reprisal in the use of the information.
3. Mistrust of Government.
4. The high mobility of the minorities.
5. Extreme complexity of questionnaire.
6. Lack of understanding of the purpose of the Census.
7. Lack of education on the governmental funding process for community needs, and its relation to the Census.
8. Lack of governmental sensitivity.
9. Lack of properly trained personnel on the habits and customs of minorities.
10. Poor dissemination of information on the Census.

CONCERN

Our concern is to bring about a greater participation of minorities in the Census process. In achieving this, we will automatically increase the accuracy of the Census effort, leading to a more just and equitable relationship between the governmental structures and the communities. The proper allocation of money, resources and services necessary to improve the conditions of minority groups in general and Hispanics specifically, will contribute to the well-being of the nation as a whole.

ALTERNATIVES

It is of utmost importance that the Bureau of the Census address itself to the special circumstances in which the minorities exist.

The Census Bureau must concern itself with increasing the participation of the minorities in the census process by utilizing the following alternatives:

- (a) Increase efforts to educate minority communities on the purpose of the census and the use of census data through community based radio, newspapers, television and religious and social civic organizations.
- (b) Creation of ad hoc committees to increase involvement in the Census process and to monitor and aid Census activities in each respective census tract.
- (c) There should be a wider use and distribution of Census materials in Spanish.
- (d) Creation of "community assistance centers" which citizens may contact for guidance and assistance in the completion of the questionnaire. These centers should serve as distribution points for the Spanish questionnaire.
- (e) The Census Bureau must recruit qualified personnel, preferably from the communities that they will serve, capable of communicating effectively both in English and Spanish.

Mr. GARCIA. Thank you.

Congressman Gray?

Mr. GRAY. Thank you, Mr. Chairman.

Mr. Diaz, I am really intrigued by the map that you have presented to us as part of the testimony of undercounting in the Hispanic community that in 1970 reflected a count of 7,000 and just 3 years later, I guess through door-to-door, it is now 18,256. Do you think that map in that example reflects the whole of the Hispanic community in Philadelphia and in the Nation?

Mr. DIAZ. If I may refer to the next chart, we had the opportunity to test that premise in court and found that we could not extrapolate from that. All we could do from that is in those areas in those census tracts we know that the undercount appeared in those dimensions.

However, if you look at different surveys, you see the 1970 census counted approximately 44,000 Hispanics. What you have is an extrapolation based on that study of approximately 83,000 or 84,000.

You had a city population estimate in 1976 of about 96,000. What we did in 1978, we used a number of different indicators to extrapolate from. We took the known figures of Hispanics on public assistance within the city limits and compared them to the highest and the lowest levels in other cities.

That is to say, one is the ratio between Hispanics on public assistance and non-Hispanics on public assistance. If you start with a definite number, you can determine roughly what the high or low range is. We came in with a high of 180,000 which we modified to 150,000 and we came in with a low of about 125,000, so that we feel that, at least in 1978, certainly those kinds of figures we saw back in 1973 were reflective of a certain pattern, which is a pattern of severe undercounting.

Mr. GRAY. I would certainly request the chairman to allow not only the first chart but the second chart as well to be entered into the record. I hope you will be able to provide a copy so we can have it.

Mr. DIAZ. Certainly.

If I may add some of the other extrapolations: For example, we all know that in the city of Philadelphia the dropout rate for minorities is extremely high. The State civil rights commission did a study a couple of years ago that felt the dropout rate for Hispanics from first grade through graduating high school might be as high as 70 percent.

Utilizing those school figures, how many Hispanic children were in school, and again using other ratios of other cities, we were able to estimate there would be at least 115,000 or 116,000 Hispanics in the city.

The problem with all those estimates is the fact that they are estimates and if you compare the methodology of a census that sends in a mail-back questionnaire, there is little doubt that a methodology that claims to count everyone by sending them a questionnaire is superior to the extrapolations.

Dr. Norton pointed out if you try to correct after the fact, you are always going to get into those kinds of arguments. If I may point out, certainly, if we can get Congress to have census make a judgment after the fact, it would be helpful, but scientifically, they should be compelled to do the count properly the first time around.

Mr. GRAY. Another question: Are you finding that those in the Hispanic community who are taking the test for positions with the census are having any difficulty passing that test?

Mr. DIAZ. Yes, we are. We got a number of calls from individuals, and I am not clear right now if the problems go across the board with both enumerators and supervisors, but I am clear at least with the supervisors that Hispanics are, in fact, having difficulty.

If I may share with you some of our experience with the question of testing in general, I would like to point out that this entire country has gone test-crazy. We test for everything from nursery schools to high schools, college, to any kind of job, and litigation in the past 4 or 5 years has shown that most of the tests that are used, in fact, impact severely on minorities and they are not, in fact, validated for the jobs they are tested for.

I would ask Congress to make sure the census is sensitive to that fact, that across the board everybody knows if you will use tests to hire people, you will eliminate many, many more minorities than anyone else. The key question there is: What is the value of that test?

Is it telling you there is another individual who can take tests well, or is it telling you this individual can perform a certain task?

Mr. GRAY. I am interested in hearing that last comment about the testing procedures, because we are hearing that quite a few people from the black community are not doing very well on the testing, including those with higher degrees, including bachelor degrees and master's degrees.

I agree with one of your statements about the fact that minorities across the board in this country don't test well for a variety of reasons which we won't get into now. Do you feel that all warm bodies ought to be counted, as was testified by Nelson Diaz when he gave his testimony?

Mr. SALAS. I just think, by the fact that we are in the bottom spectrum of Hispanics, composed of Mexican Americans, Cuban Americans and other Hispanics, we, as Puerto Ricans who are natural-born citizens in this country, even at that point, we are being undercounted.

I think, in all fairness to Mr. Nelson Diaz and his remarks in terms of the other immigrants that have been counted in the past, I think it would be of utmost importance and just sheer neglect if the so-called aliens were not part of the census counting in the 1980 census.

Mr. BLASINI. I would like to add to that, that not only to provide for a better count but it would also help INS in determining how many aliens are here. I understand that they have been working on a project for the past 4-5 years in terms of coming up with a figure on how many aliens are in this Nation and still have not been able to produce something concrete.

The counting of every warm body is of utmost importance. It doesn't make much sense to say, yes, we counted 80 percent of the warm bodies. The fact that someone may be legally acceptable to be here is a second issue which does not relate to the facts of the census.

Mr. DIAZ. If I may, I have three points to make about counting illegal aliens.

First, I would like to take the opportunity to dispel certain notions about illegal aliens. The word "alien" makes people sound like they are from outer space. This country was built on "aliens," people coming into this country for the basis of performing work.

You hear everything from these people are robbing us of services, they are on welfare, every sort of accusation that you can think of, and the fact of the matter remains that it is not true. Every statistical study, both by the Labor Department and outside groups, has shown that so-called illegal aliens—better said, undocumented workers—are, in fact, performing work tasks that other individuals in society do not want to do. They are willing to take lower wages to perform very necessary functions in society and, in fact, receive no benefits from the taxes that are taken out of their salaries.

They don't go on public assistance because they are, in fact, undocumented, and you have to be a citizen to have the right to that kind of assistance in the first place.

The second point I would like to make is a legal point. Congressman Garcia, you pointed out the Constitution says bodies, or persons. I think that, added to that, we have to be sensitive to the fact that everyone in this country has certain rights by the mere fact that they are

human beings living in our society. That separates us from Iran and some other countries that don't have a sensitivity to human rights.

We must, under our Constitution, treat people equally whether or not they are illegal aliens or undocumented workers, and the notion of separating them out should be severed from the question of their legality. If, in fact, they are here illegally and Congress wants to remove them, there are methods by which to do that. The question of their rights, and their rights being counted, is singularly different and should be separated and they should be accorded every right of due process.

Lastly, the issue of some of the lawsuits that are being brought to, in fact, prevent the census from counting individuals because they are aliens, and that becomes an absurd notion. If someone is here illegally, the census is not going to be able to ask them, "Are you here illegally?" Nobody in their right mind would respond to that question with a yes, let alone identify the family members.

In terms of one point that was brought up in terms of testing by Congressman Gray, I have one additional comment. That is the question of qualifications for some of the jobs being produced by the census. The tests, unfortunately, will exclude more minorities than is just.

Well, on the question of who is qualified, we had a very interesting experience with National Analysts, a group conducting our population survey, and we found that the Hispanic community would not respond to individuals who were not Spanish-speaking or did not look culturally or ethnically acceptable; people that they could, in fact, just by vision, trust.

So the question of who is qualified comes up in this sense: If an individual wouldn't even open the door to a stranger or someone who is viewed as anyone from a bill collector to a welfare representative, does that make that person qualified because they can take an examination and score high?

One of the things we learned is if the group you are trying to count doesn't accept you—if the enumerator or the surveyor who does out doesn't have a sense of that community on what time to reach them, how to approach them, what a question means. Those of us who are attorneys know the answer to a question that you pose is as diverse as the many people you ask the question of. It is very difficult to communicate certain things.

So the question of qualifications, it seems to me the minorities groups should be involved in counting themselves.

Mr. GRAY. I would appreciate it if you would document later—and I will ask the chairman to allow the record to be kept open for 5 days—document those failing the tests; if you have any figures from the Hispanic community on the percentage.

Second, I would also suggest to you, in closing, that you might want to get with the city and urge them to take the kind of concept that you have used in the model city area to incorporate with their model cities work right now and their procedures in order to come up with an accurate—or more accurate—count which can be used as a test to measure the accuracy of what happens in the census.

Thank you, Mr. Chairman.

Mr. GARCIA. Thank you, Congressman Gray.

There are other people waiting to testify but I have just a couple of points I would like to make. Both Congressman Gray and I, as opposed

to what happened in the 1960 and 1970 census, made a very strong effort this year to make sure people from the community count the community.

The reasons why I say that are business in 1960 and 1970, somebody referred to the politics of the census, and I can assure you that the interesting thing about 1980 is that those of us who are elected and, to some extent, have some responsibility for who is going to be involved in the census of 1980, you will find that more of us in 1980 come out of communities that historically have had the undercount, and we are insisting that, in my case, if you are from Harlem, I want people from Harlem to count Harlem. From the South Bronx, I want people from the South Bronx to count the South Bronx. If you are from the suburbs, it will be difficult for one of my constituents from the South Bronx to go to Westchester County or Nassau County and count them.

So I think it just benefits all of us that people from a community count the community and, Mr. Diaz, you brought up some good points. I think Congressman Gray and I, again working on the same situation, the testing procedure is becoming clearer and clearer to me that it is discriminatory toward people who come out of our communities and we have just a little while left before we kick off the question of those persons who are going to be taking those examinations.

The people from the Census Bureau tell me that we are going to have the correct representation in terms of those people who will be counting those communities. I would hope that is true because the Census Bureau will be coming as the last body to testify here before the citizens of Philadelphia and I want documentation not as to who passed but where they are from and how many of them are passing and how many of them are working.

If Congressman Gray and I only go on with the theory of those who live in a community must count the community, and it doesn't balance off with those who are taking the tests and passing the tests—I can tell you of a couple of people in my district, and I'm sure Congressman Gray can talk about his, who know that community backward, forward and upside down, know everybody and everybody trusts that person, and yet, if they went to take the examination, they may fail that exam.

What happens here is the psychological impact on a person who is going, first of all, to take a test, who knows that community and fails the test, and then can't even work as enumerators in that district, so that I am not taking anything for granted any longer.

Let it be known here in the city of Philadelphia that each city and every exam is going to be monitored by the subcommittee in terms of who is taking the exam and how many from that community are going to be passing.

I have no further questions. The only thing I would like to say is that I really appreciate very much the fact that you have taken time out of your schedules to come and testify before this committee. We have many other people who want to testify and are ready to testify and I don't want to hold them up. I know Mr. Blasini had one other point. If you would add it to the record, I will guarantee it will be part of the record here.

Mr. BLASINI. If I might add, concerning the inability of Hispanics to come across with the test, the fact is that I have not seen a concerted

effort to try to recruit Hispanics. Recruitment is not done through the community groups that are already existing in the communities. It is usually done by coming in and placing an office completely unrelated to them. There is no good publicity done through the existing local media in order to attract these people. It is not only the fact that the test may be difficult, but it is also a fact that they are not addressing the publicity properly.

Thank you very much.

Mr. GRAY. Thank you very much.

Mr. GARCIA. Next is a panel consisting of John Bowser, Robert Sorrell, Maurice Dawkins, and Georgie Woods. The next person will be Mr. Juan Ramos, president of the Philadelphia Puerto Rican Alliance; he will be the next person to testify. Mr. Ramos, we will do the panel first and then you will come on, all right?

Mr. GRAY. Mr. Chairman, before Mr. Diaz leaves from the Latino project, I would like to ask that they get back to my office with regard to the whole question of the city administration.

Mr. GARCIA. Fine.

Mr. Georgie Woods, radio station WDAS. Please, Mr. Woods.

STATEMENT OF GEORGIE WOODS, RADIO STATION WDAS, AND MEMBER, PHILADELPHIA COMMITTEE FOR A COMPLETE COUNT

Mr. WOODS. Thank you, Mr. Chairman.

First, let me express my appreciation to the chairman and Congressman Gray for inviting me here for my small, brief testimony. I was impressed with the idea that you and the Congressman came up with about counting the people who live in the community with people coming from the community.

I think that is one of the things that has been missing over the years, with strange people coming into our community that we do not even know, and certainly, many of us will not recognize them or even respond to them. That's one of the most interesting things I heard from this hearing today.

We know that we have been shortcounted in the past. As a member of the mayor's committee for a complete count, it is our opinion and it is our desire that every man, woman, and child who resides in the Philadelphia area should be counted.

How it is going to be completed, that is going to take somebody else to work out. We feel that we need people to count people. Many of us don't respond to things we receive in the mail, but I believe if we had people coming from house to house, ringing from bell to bell, I think we would get a better count.

I think you will recognize the fact that—I'm sure that Congressman Gray will recognize this—so long as we are shortcounted, we certainly will be shortchanged from the Federal level.

We must also recognize the importance of counting every person, because it will affect our daily lives, our representation in the State capital of Harrisburg, and in Washington. It also determines the number of houses we build, the number of schools for our children. It affects our daily lives.

If we knew exactly how many black folks lived in Philadelphia, we would know how many black policemen to have on the force in

response to the population. If we knew how many Hispanics lived here, we could be able to get the proper representation for the Hispanic community, but we have no way of knowing because the count has been off so far.

I am grateful to Congressman Gray for his involvement. I didn't even know how important this census was until Congressman Gray and I begun talking. I got involved with some local elected officials here and we will try in our best way, with every effort we can make, to notify this city on the importance of counting every person who resides in the city. Otherwise, we will still get shortchanged.

The other area I would like to say something about, we are behind as far as the complete count committee is concerned. You must also recognize a new mayor has just taken office. He has only been in office a short period of time. We have to recognize the fact that we have a new administration who is concerned about this very problem and that is why I chose to serve on that committee, because I am concerned, along with Congressman Gray and the mayor and all of us who want to have a complete count.

We get tired of hearing how many Hispanics do we have in Philadelphia? No one can tell us. Or how many blacks live in Philadelphia? We can't get that. We need to know that. It is important not only for the Federal program that comes as a result of it but for our own state of mind, we need to know how many of us are here.

Whatever we can do in my area as a broadcaster and as a person on the complete count committee, we stand ready to assist.

But, please, I would like to just suggest to Congress that those folks who will be doing the actual counting need to be trained in the way that you approach individuals. During the last census, we heard cases where houses were skipped. They didn't even ring the bells. We heard cases where they spent 5 minutes in a house with 10 or 15 people living in the house and were not prepared to spend the time to get the information.

We heard those things. We had meetings on these things right here in Philadelphia. Whoever will be doing the actual counting should not skip a house. I can understand when a strange person comes into our neighborhood and many of our houses look like people should not be living in them. They should not be. So a strange person will enter our neighborhood and see a house all messed up and say that nobody can possibly live there so he goes on down the street. Yet, there might be 25 or 30 people living in that very house.

These are the things I would like to bring to this committee's attention, that we must watch out during the census for this.

I don't want to take too long because there are others here.

Mr. GARCIA. Mr. Woods, Congressman Gray mentioned to me you may have a time problem, so if, at any point during the course of this, you have to leave, we will understand.

Mr. WOODS. This is so important to all of us that I better try to find time to deal with it.

Mr. GARCIA. Thank you.

Mr. GRAY. Thanks.

Mr. GARCIA. John Bowser, executive director of the Philadelphia Urban Coalition is next.

**STATEMENT OF JOHN BOWSER, EXECUTIVE DIRECTOR,
PHILADELPHIA URBAN COALITION**

Mr. BOWSER. Thank you very much, Mr. Chairman. It is good seeing you again.

I am reminded, however, of the feeling that I guess Congressman expresses occasionally in his church, that he sometimes is talking to the wrong people, so I feel that way as I am addressing the two of you. I know you are both very much aware and sensitive and probably much of what we are doing here today is for the record and not for the enlightenment of you two Congressmen.

I know you, Congressman Garcia, as a State representative in New York, and certainly Congressman Gray in his backyard. It is my privilege and pleasure to be here this afternoon and talk about this problem of the 1980 census. It is a very serious problem. I would like to go ahead and refer to my written testimony and then make some extemporaneous remarks. I think I can do all that within the time frame.

The Philadelphia Urban Coalition is a nonprofit social service agency widely supported by over 105 Philadelphia-based corporations. The general thrust of our services are oriented toward improving the quality of life in Philadelphia's disadvantaged communities.

The 1980 census, in view of the Nixon federalism, raises a number of significant concerns for disadvantaged urbanites. It is inadequate to presume that these concerns only relate to improving the quantitative aspects of the census process. We sincerely believe that inefficient census process is a violation of the 14th amendment and the constitutional rights of far too many citizens.

The intent of equal protection under the law means that a definitive census process should not be allowed to go forward with the standard anticipated by the U.S. Census Bureau, which is less than 100 percent, and that is their standard.

While it may now be appropriate in statistical terms and in demographic terms to achieve 95 or 96 percent counts, it is inappropriate when that difference impacts severely on urban dwellers and, as typical with unemployment statistics, we hear numbers that relate to a macro-view of the United States and obscure the reality of what is happening on the targeted basis in our inner cities.

Attached to this testimony is a copy of a proposal that the Urban Coalition presented to help close the gap of these inadequate counts. To date, this committee and no other governmental agency has even had the courtesy to reject this proposal; certainly not even consider approving it.

Furthermore, we know from commercial experience in various rating services that a mail-out/mail-back process for inner city dwellers is totally inadequate. We cannot understand, with substantial knowledge of these facts, why the Census Bureau goes forward using a technique we know will not work. To first mail out forms and then wait for a mail-back response and then send enumerators out to complete forms that are inadequately completed on a mail-back basis, we cannot understand why the Census Bureau fails to utilize the established communication institutions such as the church and social service agencies that exist within the inner city.

Therefore, the thrust of these hearings, Mr. Chairman, and my willingness to participate is in the hope that you and your committee seriously intend to impact on the census process and provide for complete citizen participation as required under law with respect to the 14th amendment, to insure equal protection of our rights under the Constitution.

Now, extemporaneously, Mr. Chairman, what I am saying is this: In addition to counting citizens and gathering demographic information about their status that impacts on formulas, especially the community development formulas and CETA formula and other kinds of formulas that bring resources to the city, in addition to that, we have moved into an environment because of the new Nixon federalism that heretofore did not exist with respect to the census.

It is inaccurate, therefore, in the census counts—it is not accurate for the counts to continue to be the base, to do it once every 10 years. That is inadequate. You cannot protect the rights of citizens with the rapid changes that occur in living patterns doing that once every 10 years.

Second, we cannot accept a statistical result which states that 100 percent is not the goal of the Census Bureau. I have heard them say that to me on other occasions. They make no bones about the fact that their goal, their standard in the 1980 census, is not a standard that Mr. Woods referred to and one that I am calling on, which is a 100 percent count.

It further matters to me greatly that if you analyze the deficiencies in their standard, that it is clear they have been discriminated in the census process against inner city urbanites.

My call, and I hope the call of all here in Philadelphia who address this Commission, this committee, is that we stop this process, that we use every means available to us, including the courts, to establish the fact that equal protection under the law and the subsequent flow of Federal funding to cities cannot be met in the best interests of this Government if we allow this mail-out/mail-back census process to go forward.

Thank you.

Mr. GARCIA. Thank you very much, Mr. Bowser. That was a good statement.

Mr. Robert Sorrell, Urban League of Philadelphia is next.

STATEMENT OF ROBERT W. SORRELL, PRESIDENT, URBAN LEAGUE OF PHILADELPHIA

Mr. SORRELL. Chairman Garcia and Congressman Bill Gray, I am Robert W. Sorrell, president of the Urban League of Philadelphia.

The Urban League of Philadelphia is an interracial, nonprofit, nonpartisan community service organization using the tools and methods of social work, economics, law, and other disciplines to secure equal opportunities in all sectors of society for black Americans and other minorities.

Our mission is to eliminate discrimination and segregation in the Philadelphia metropolitan area, increase the economic and political participation of blacks and other minorities, and, in short, help all

Americans share equally in the responsibilities and rewards of full citizenship.

With this mission in mind, we would like to support efforts to increase minority participation in the 1980 census and to express our growing concern about a possible undercount.

Recently, as a part of Black Pulse, a nationwide effort to interview black households, we were responsible for surveying over 300 black heads of households in the Philadelphia area. Because of our survey experience, we are keenly aware of the obstacles to an accurate count.

In general, the Black Pulse survey in the Philadelphia area was well received by residents. We did, however, despite an information campaign to publicize and promote the Black Pulse effort, run into some reluctance to give information on personal and family data.

If the Urban League, a minority-oriented organization with a long history of community service encountered some mistrust, the Census Bureau will have a more difficult time getting a mail-in response to questionnaires requesting personal information.

We found that when personal questions were asked, we encountered fear from those who had little in material goods, apprehension from those who shared dwellings with several family members, hesitancy about revealing sources and amounts of income from welfare recipients as well as self-employed individuals, and anxiety from many who were concerned about confidentiality and the use of data.

Our experience, despite its success, makes us clearly aware of the reality of an undercount and what factors seem to contribute to that undercount.

One. There is general apathy in many communities because of failure to see a relationship between disclosing personal information and obtaining services or improving one's community, especially if there has been no apparent positive change in the past few years.

Two. Those who depend on alternative living arrangements in order to survive are fearful and will not run the risk of losing the financial support they have and do not want to share the adjustments they have had to make in order to survive.

Three. If an individual with limited means has been successful in generating income in addition to, or other than, wages, there will be a reluctance to share this information. The same is also true of middle- and upper-income workers who don't report alternative sources of income.

Four. Many are unaware that the census data is confidential and will not be shared with other agencies.

Five. If there has been a change in family or income status which affects one's eligibility for goods or services, this information will not be given readily, if at all, to census takers.

In light of the realities of these concerns, the Urban League of Philadelphia recommends:

One. That there be an expanded education campaign to encourage census participation. While we are aware of census promotion and publicity, many people remain unsure of the importance of the census, its link to the provision of Federal funds for a district and the issues of confidentiality.

Two. That care be used in selecting and training individuals involved in the followup process of getting census data. This is particularly important because we fear that residents, especially those in

low income communities, will not return census forms. We stress the use of community-based organizations and same ethnic group workers whenever possible.

Three. That an adjustment procedure, and this is perhaps our most important recommendation, aimed at correcting the 1980 undercount be utilized to assure greater fairness in the allocation of Federal funds. This will, of course, avoid financial loss to millions of Americans and hundreds of cities.

Four. That some care be taken by Government officials to insure that once the census process has resulted in the allocation of funds that citizens have some stake in how Federal funds on the local level are used and for what services.

Finally, while we understand the enormous effort that is being mounted by the Census Bureau to insure greater participation in the 1980 census, we believe that it is equally important that efforts be mounted to realistically deal with the problems of an undercount.

An undercount does not merely mean that blacks and other minorities could be shortchanged, but the greater burden is that all persons, black and white, poor and upper income, who live in cities like Philadelphia would be shortchanged. Thank you.

Mr. GARCIA. Thank you very much.

Dr. Maurice Dawkins, director of Corporate Communications, OIC's of America, is next.

STATEMENT OF MAURICE DAWKINS, DIRECTOR OF CORPORATE COMMUNICATIONS, OIC'S OF AMERICA

Mr. DAWKINS. Mr. Chairman, my name is Maurice Dawkins. I wish to express my appreciation for your having invited me to testify at this hearing where you are examining the policies and practices of the U.S. Census Bureau and also where you are opening the door in a manner which all of us appreciate for what my friends at the other end of the table called citizen participation.

I must say I agree with our panelists. All of them said things that needed to be said. If you had not had the hearing, you wouldn't have had the chance to make these things as widely known as they will be now that you held this hearing.

As a person who, for years, has been in an antiestablishment position and also spent a few years in the establishment, I know that you do need the pressure from the outside in order to make the inside respond. Even then, you might not get the response.

Unless we have men like yourselves in the House and in the Senate representing us, we will not get that response. You are advocates and, because you are advocates, you are not just there as symbols. You want to do more than just rhetoric.

So let me begin by saying to you, Congressman Gray, how much the leaders of OIC of America, the OIC's in the State of Pennsylvania, and in the city of Philadelphia appreciate the leadership that you have given in the Congress since your election as a Representative of the First District.

Your work on behalf of community-based organizations in general, and OIC in particular, has earned the respect and the gratitude of hundreds of thousands of blacks, Hispanics, and poor whites who are unemployed and unemployable.

Your advocacy of job training and job creation legislation as a member of the powerful Budget Committee of the Congress has made it possible for our organizations to receive special consideration by the Federal Government in spite of the proposition 13 mentality, the anti-inflation policies, and those who would use a meat ax approach in cutting the funding for social programs.

I take this opportunity to mention these things because here, today, we find you once again on the cutting edge of issues that affect the destiny of black people and the disadvantaged of all races.

For the census of 1980 and its success or failure to succeed will affect the destiny of all our people for 10 years and probably more. It is a sobering fact that it will be 1990 before there will be another opportunity to change the figures and the data and impact that is gathered in this census.

It is for this reason that Rev. Leon Sullivan, our national board chairman and chairman of the Philadelphia OIC Board, has asked me to express his personal appreciation to you and to reaffirm our pledge to you to support you and your endeavors in every way that we can.

It is for this reason that Mr. Elton Jolly, our national executive director, asked me to express his sincere regrets that he could not be personally present today to speak on the issues from the vantage point of his experience as a member of the Advisory Commission of the U.S. Census Bureau.

Now, on behalf of both of them and the more than 200 OIC centers and interest groups developing now in 47 States, I wish to share with you some of our concerns and convictions.

It is our hope that, as a Member of the Congress, you will be able to influence your colleagues and take legislation action as needed to correct what is wrong and improve what is inadequate in the policies and practice of the Census Bureau.

First, let us look at the history of the undercount of the 1970 census and the danger of repeating the errors that gave us those results. It is my understanding that the Census Bureau has made a special effort this time to recruit staff and workers within the communities where the count is to take place.

It is the intention of the Bureau to ask the cooperation of Congressmen such as yourself in securing the services of people in your districts who might have the confidence and respect of their neighbors and, thereby, be received in their homes and given the true facts in answer to questions regarding the number of persons who live in the home.

It is my understanding that offensive questions that turned people off the last time and discouraged the cooperation of the census takers have been eliminated this time. It is my understanding that every effort will be made to secure the cooperation of organizations indigenous to the community, such as the NAACP, the Urban League, the Community Action agencies, the Federation of Black Organizations in Black Communities, the Coalition of Hispanic Organizations in Hispanic Communities, et cetera.

Nevertheless, there is a genuine and, I feel, a justifiable fear—you heard that expressed here as we have gone along—that, in spite of the best good faith efforts of the planning staffs and the field operations staffs of the Bureau, we who have assumed the responsibility for

leadership in protecting the rights and welfare of our people must be eternally vigilant or we will suffer the same kind of tragedies that resulted from the undercount of 1970.

Second, let us look at the implications of an undercount for the black community. We are given the Federal grants and allocations of money through the general revenue sharing process based on the size of the population in any given community.

This means funds for housing, for health services, for welfare and related social programs, for education, for juvenile justice and law enforcement agencies, for the total support system that enables our communities to survive.

If the size of our population is larger than the count of the census, then we are automatically underfunded, as you know. The degree to which we are underfunded depends upon how efficient or inefficient the census takers do their work, as well as how cooperative or noncooperative the citizens are in giving the census takers accurate information.

The burden, then, is on community leaders to communicate the facts to their constituents and motivate them to go all out in getting the people in the neighborhoods on a block-by-block and precinct-by-precinct basis to open their doors and give the information that is needed.

Mr. Wood hit the nail on the head when he said we have to use all the resources that are available such as the communications establishment, including the audio, electronic, and print media to spread the word as widely as possible and continuously as possible to keep our black communities and our poverty-stricken communities of the Spanish-speaking areas and all the other minorities of all races from literally robbing themselves by failing to get the maximum count in the 1980 census.

Finally, Mr. Chairman, the burden remains on our church leaders who have access every 7 days to a mass meeting and a captive audience. I understand Reverend Shaw has indicated their effort will be to underwrite, underscore, and undergird in every way they can this effort.

All our efforts must and can still be made even as late as this to mobilize church leadership to make the census of 1980 a cause to which all will dedicate their time, talent, energies, and resources.

The challenge is clear. The efforts of this committee and you Congressmen to be catalytic agents beginning with this hearing to help change things from the way they are to the way they ought to be is beginning.

Let me then add one or two other specifics. Revenue sharing was opposed by many of our groups because we knew that it would be turning over to States and mayors and governors of Southern States where we have been victims of discrimination and segregation the power to cut off our money and the money we have been getting through the Federal Government would go through them.

Nevertheless, revenue sharing was passed. We found that, in addition to opposing something we think will do us harm, we have to have a positive alternative. We have to work as though we are going to make it work even though we know that we would rather not have to do it.

So I am hoping that we can take advantage of the fact to make a stepping stone out of a stumbling block here by starting today. We

need to be sure that minorities are hired by the census people to work. Let's get more of the minorities, Spanish-speaking and black, on the payroll doing the job and more of them, as has been pointed out here, from the local neighborhood doing the job.

Let's get them properly trained. Let's put the money into the community-based organizations to do the training and do the recruiting and to help develop a force. Let's, perhaps, in our local communities combine it with the registration drive. A person is not a good citizen unless they register and do their share. Somehow, if we can put those two things together like Operation Big Vote, it might also be Operation Big Count.

We have to get a spirit here as we did in the days of the civil rights movement at its peak and mobilize people and energize them and give them enthusiasm about this rather dry subject.

Now finally, the community, if it does get shaken up, does begin to move; every public meeting on every Saturday, every pulpit on Sunday, every disco and bar and beauty parlor and barbershop should have an action role in this business of making this census count what it ought to be.

I would hope that we will not be in the position of too little too late, and I would urge you to call on all of us in OIC and all the churches that are related to us to do our part to help accomplish this goal.

Thank you.

Mr. GRAY. Thank you very much.

We want to thank the panel of Mr. Bowser, Mr. Sorrell, Dr. Dawkins, and Georgie Woods for their very cogent comments and testimony.

Let me begin by saying: What would each of you be doing—or your groups be doing—to highlight the census in the next coming weeks?

I know Mr. Woods, as a communicator par excellence in the Philadelphia Black Community, that you have a ready-made forum. Would, particularly the Urban Coalition, Urban League, and OIC, indicate what are some of the things that you will be doing in order to get this message across of the importance of the 1980 census?

Mr. BOWSER. I would like to respond to that. I did bring with me a copy of the proposal I mentioned to you earlier. As you know, we have been heavily involved in—

Mr. GRAY. We would like a copy of that for the record, Mr. Bowser.

Mr. BOWSER. I would be happy to leave it.

We have been heavily involved in voter registration. We have gone out to community organizations and alerted them about voter registration during the days of the traveling registrar, where community groups or community leaders did not have the right or authority to actually complete the voter registration form.

We intend to do the same thing with respect to—as was mentioned earlier by Dr. Dawkins—the census. Our expectation is we will get roughly the same results.

What I mean by that is that during the traveling registrar, we were doing very well if we could account for 3,000 new registrations, because you had to get the people to go someplace else to actually complete the registration.

Now we begin to look at 30,000 registrations as a minimum level of satisfaction because we bring the forms to the meeting and we have the people fill the forms out right on the spot.

So we intend to do that, Congressman Gray. We intend to beat the drum. We intend to make our own mockup of the form and try to minimize the degree of sensitivity.

But I would like to set one thing straight for the record: There is a lot of confusion about how this census process takes place. Your enumerators don't go knocking on doors. When I say "your," it is the Government's enumerators, those working for the U.S. Census Bureau, who don't knock on doors for every citizen to fill out census forms. That's not how it works at all.

The process starts like this: First, the U.S. Postal Service produces a master list. You may or may not be on that master list. Second, they mail out two kinds of forms. One form is a short form that says you exist and they just give basic information. The second form is a much more detailed and definitive form where they try to get on the basis of some kind of random sample demographic information.

The third step, if you mail back the form and there are errors or incomplete information, then—and only then—does the enumerator come out to get the form straightened out. If you don't mail back the form, then they would presume you don't exist and, as a consequence, that's the end of it.

Now, our concerns are certainly to heighten the awareness of the census but I don't understand why you don't, as a minimum, check the mailing list or the tax rolls or the welfare rolls or the school rolls or some other rolls where you have people built into your master computer.

I am always reminded of when I go down to the White House and, for some reason or other, they didn't get the advance notice that I'm coming. They take my name and social security number and in a few minutes say it's OK to go in. I know "Big Brother" got a computer down there with a lot of things in it. Probably everybody on this panel is in that computer, whether we know it or not.

I don't understand why this Government, with all of this information, turns to the Postal Service to produce its master list and then is limited in the way it conducts the census to whatever that master list says, and then says to me and others like me to heighten the awareness of the census.

We are going to do that because we recognize it is an urgent necessity but I think that they could also play fair. Let us see the master list. Let the churches have the master list. Let somebody else compare the master list with some other list that exists. Give us some forms. We can at least get people to put their name on the form and send it in. They don't have to worry about duplication. They got the computer programs that will eliminate that.

I am trying to answer your question. I will pass it on to someone else. I couldn't resist that.

Mr. GRAY. Let me say one point of clarification which we will deal with in the last panel at the very end, the census officials. It is our understanding very clearly that when there is no reply, a census taker goes and knocks on that door. If you get a form and don't return it, there will be somebody knocking on your door. But I think I get the gist of your other criticism and concern.

Yes, Mr. Woods?

Mr. WOODS. Congressman Gray, in addition to the daily broadcast that we have on WDAS, certainly the networks are behind this effort

because they, too, realize the importance of a complete count. We have the assurance from management at the radio station that they will be cooperative in every manner.

Aside from that, we will do the same kind of effort we put forth before. We will take it to the streets. We will take our message to the people; not just broadcast it on the air. We are going to community meetings. We will go wherever the people are. Within the next 3 or 4 weeks, we will go out to the people and tell them about the importance of standing up and being counted and the importance of a complete count in this census in April.

These are the things we will be doing aside from our normal broadcasting. Wherever we can recruit people to help us, we will do that, too.

Mr. SORRELL. Congressman Gray, I think the message is consistent in terms of what organizations—our organization and neighborhood organizations—are willing to do in order to help to produce an accurate count. We are preparing also to assist in that effort.

But I think the real issue is really, what will the census people do in order to assist us? If we are willing to come forward to help out, I think, at a bare minimum, there should be some structure for that input prior to the time of taking the census.

We are running on a short fuse now. Why hasn't the Census Bureau made contact with community-based organizations in order to seek out their assistance? I think the responsibility really lies with the Census Bureau to do that.

We are coming forward now at a late date to help out. I think we could have eliminated an awful lot of this if that had been done before.

Mr. GRAY. Dr. Dawkins?

Mr. DAWKINS. For the record, I think that sometimes we have the wrong target and we are wasting ammunition. The Census Bureau invited all the community-based groups—Spanish-speaking and Black—I ever heard of to be part of what they call the minority advisory committee a couple of years ago and they have been meeting ever since.

I know very well that some of the people in those meetings have made some of the suggestions that are being now put into practice. I don't think it is a matter of placing blame on the fact that we are late.

Some testified here earlier that they know there will be an undercount. That's fine; you want to be a prophet of doom and gloom. If you want to do something about it, it seems to me that one thing we could do is what we used to do in the old days. We should get a meeting of the Urban Coalition, the Urban League, NAACP, OIC, and everybody else where we coordinate our effort.

We ought to get behind John Bowser's proposition and back him up, rally around it, and get behind whatever the Urban League is recommending, get behind George Woods' projects and all of us, on a joint venture basis, pool our resources to do our best.

If we fail to accomplish what we are trying to accomplish this time, then, of course, I think we have to push hard to correct what was wrong this time, but until April is over, I think we ought to make an all-out effort to coordinate our efforts just as we do with "Operation Big Vote." Maybe we should use that machinery.

As far as the churches go, OIC has a large connection with churches. We will try to mobilize them in every way we can and energize them

and see that they get the facts and the information they need to do the job.

I would love for us to have forms in the churches on Sunday. Let people have the pastor tell them to take this form right now and fill it out right now. I will send it in. Don't take a chance on your losing it on the way home.

There are things we can do if we really put our heads together and work together on it.

Mr. GRAY. I certainly would like to urge the members of the panel to get back to us in my office in terms of suggestions and ways at this juncture we can supplement the Bureau's program at the community level.

I would defer to my colleague and chairman, Mr. Garcia.

Mr. GARCIA. Thank you very much.

I think most of the questions that we have put together while you were testifying and I was back there during the interview have been pretty much covered by Congressman Gray.

On behalf of the Subcommittee on Census and Population, I would like to thank the four of you for being here before us today. It is especially good seeing you again, Mr. Bowser.

The next person is from the Puerto Rican Alliance, Mr. Juan Ramos.

STATEMENT OF JUAN RAMOS, PRESIDENT, PUERTO RICAN ALLIANCE

Mr. RAMOS. I would like to first state that I will not dwell into the statistics that have been gathered by the Hispanics for an Accurate Survey Coalition in which the Puerto Rican Alliance is a member organization. We are in complete agreement with the presentation made by Mr. Luis Diaz on the problems of methodology and the problems with respect to people seeking employment for that task.

Given that, I will just reflect on some experiences that are a result of the undercount of Puerto Ricans in the city of Philadelphia.

Mr. Chairman and Congressman Gray, my name is Juan Ramos. I am a Puerto Rican born in Puerto Rico but raised in Philadelphia. I have lived in Philadelphia for 26 years and I am considered by my peers as a spokesperson for their needs and aspirations. So in behalf of my people and the organization I represent, the Puerto Rican Alliance, I have this message from them to you.

The lack of government services to my community continues to give the Hispanic population of Philadelphia the label of a community in need and one with aspirations. We are, indeed, in need but we do have aspirations.

Our friend, Congressman Bill Gray, in his press statement of January 30 states, and I quote: "The Federal Government distributes more than \$50 million a year in aid to local governments based on the population count."

In the year 1979 no single Hispanic social service agency in Philadelphia directly received one red cent from the Federal Government. This directly prejudices the possibility of upward mobility and progress under any standard in comparison with other minorities or well established ethnic groups in the city of Philadelphia and I might also add that State funds have been limited in both nature and kind.

This has to be in part directly attributed to the gross undercount of Hispanics statewide, and most especially in the city of Philadelphia. I say "in part" because some of the blame has to be put on local Hispanic leadership. Let me share with you some experiences that our organization has had as a result of the undercount of Philadelphia Hispanics.

Just this morning I was speaking to an official of the Philadelphia Housing Authority in behalf of a homeless Puerto Rican family. During my conversation with him, the gentleman mentioned to me that he had a unit—an apartment—in mind for my client but could not place them on account that a Puerto Rican family that had arrived from New York City, also homeless, during this past weekend immediately joined what we call the rank and files of Philadelphia's Squatters Movement. In other words, a needy family from New York City came to Philadelphia this weekend, detected an empty unit owned by the Philadelphia Housing Authority, and now there are tenants, or squatters.

Another official of the Philadelphia Housing Authority 2 years ago, in a meeting with Hispanic community representatives, mentioned to us that approximately 10,000 Puerto Ricans from New York City have moved into the Philadelphia area in the past 10 years. Of those 10,000 Hispanics that have moved into our city, two of them are on this Hispanic panel—Messrs. Nelson and Luis Diaz; they also have come from the city of New York—but there is a big difference between these two distinguished men and the others. Let me show you the difference.

The overwhelming majority of the others didn't come to Philadelphia to study law. They arrived here homeless, penniless and with barely a grade school education, only to find a city that cannot provide services to their own Hispanic residents due to the census undercount of 1970.

There is a tumultuous climate among Hispanics, particularly among the poor and the unemployed, and the tumultuousness in the eyes of the organization I represent is justifiable. How would you feel about the following:

Last Thursday, February 7, the U.S. Office for Civil Rights released a five-page report citing the Philadelphia School District for failing to offer adequate instruction to students whose primary language is not English. The five-page report accused the district of violating two Federal laws and said the district had no procedure for identifying and serving Hispanic handicapped students.

We have known of this problem for a number of years and we have addressed this issue, but our voice has not been heard by the school administration. The problems that burdened us were deemed insignificant to the school system of Philadelphia. Now there is a threat of losing Federal funds, which would hurt all our children. Such a threat would have been unnecessary if our community was given proper consideration. In other words, our children lose, anyway.

The undercount has also created a negative political vision of our people in this city. Politicians make promises during campaigns of equal representation on all levels of government, better services and employment for the Hispanic community.

Those promises are never kept because insensitive politicians can always fall back on the 1970 census on Hispanics. In other words, there are not enough of you for us to give you what I have promised you.

The attitudes of many politicians and Government officials seem to say: Let's wait until there are more of them before we commence to address the problems of Philadelphia Latinos.

I say Government shouldn't wait until there are half a million Hispanics in Philadelphia to start respecting our population. Federal services for Hispanics in Philadelphia should start now. The Subcommittee on Census and Population should contact and speak to all Hispanic organizations in Philadelphia and call for their cooperation in the 1980 census. It will be only with the cooperation of organizations like ours that the Census Bureau will precisely count us.

Thank you, Mr. Chairman and all the members of this subcommittee, for the opportunity to speak before you.

Mr. GARCIA. Congressman Gray.

Mr. GRAY. Thank you.

I certainly understood the message. Hopefully, I will improve my abilities as time goes by, particularly as closely as I work with my colleague from New York, Congressman Garcia.

One of the things I am deeply concerned about is the number of people who may be failing the test for enumerators, supervisory positions. Do you have any information—or your organization, the Philadelphia Puerto Rican Alliance—about the rejection rates or whether they are even going to apply for enumerator positions?

I strongly feel that the only way we will get an accurate count, particularly in the minority neighborhoods, is to have people in those neighborhoods be the enumerators.

Do you have any idea on what is happening in that regard, Mr. Ramos?

Mr. RAMOS. Yes, Mr. Gray. Off the top of my head, I know of three persons that have been sent from our offices to councilmen that have asked us to send Hispanics to apply for the jobs of census takers. All three of them have failed the test and I must say that all three of them are intelligent people. I found it kind of difficult to believe that they would fail the test, but I looked at the test and I might be willing to bet that if I were to apply for that job, I might fail it, also.

I think that something needs to be done about that as soon as possible and I think that the other organizations from the Hispanic agencies that have testified here, we need to get those numbers for you, as requested by the panel.

Mr. GRAY. I would appreciate any information that you can furnish our office on that. I will defer the rest of my questioning time to the chairman. Let me just compliment you on your testimony and say to my colleague from New York that not only has this organization been very active in local affairs but also, takes a very keen and active interest in foreign affairs.

As a member of the Foreign Affairs Committee, I have often had visits to discuss our Nation's foreign policy.

Mr. GARCIA. Thank you very much.

Mr. Ramos, you talked about the Philadelphia school district. It says for failing to offer adequate instruction to students whose primary

language is not English. Are there not enough bilingual programs here?

Mr. RAMOS. No, sir. As a matter of fact, the budgets for those programs are being cut. Let me give you an example of the real situation.

Mr. GARCIA. Before you do, was it political in terms of the past administration who was running this city, or has that historically been the case?

Mr. RAMOS. That has historically been the case. As I mentioned in my testimony, I lived in Philadelphia for 26 years and only 2 miles away from the school that I attended. They dropped our rate last year and I was informed this morning it dipped 16.2 percent. It is a historical problem for our school system here.

Mr. GARCIA. As you were talking, Congressman Gray had whispered in my ear that it is really bad. You are right, it is very bad. I just asked that question because that's where the census comes in—to justify the number of Hispanics and the need for the type of education that you are looking for.

I appreciate very much that you have come here. This is an effort that all groups must be involved in. Whether we agree with each other or don't agree with each other in terms of how a community should be run, I think we are all in agreement with one thing: That is, to count all of us so at least we know where we are.

It is from that basis and foundation that we can fight for those things that we need for our respective communities. That's why I think it is important.

Mr. Ramos, just let me say this: If there is any way this subcommittee can be of help, you mentioned in your testimony about this subcommittee's responsibility in terms of trying to touch as many people as we can, especially Hispanics and Puerto Ricans. I would like you to know that we tried to follow that.

As a Puerto Rican, myself, I will really try to hold as many hearings as I can, whether it be Puerto Ricans here or Mexicans in the Southwest or blacks in Chicago or Philadelphia. I am going to Atlanta and Miami. I think it is important that minorities understand what the census is all about.

I appreciate and share with you your concern. I would like to take this opportunity to thank you for coming before us. I apologize once again about the delay before. Thank you very much.

Mr. RAMOS. Thank you.

Mr. GARCIA. There are three people left to testify. I would ask the three persons to appear, together. That's W. P. O'Hare, Deputy Director for the National Social Sciences Law Project, Mr. William Hayes, a member of the Pennsylvania Advisory Committee to the U.S. Commission on Civil Rights, and I understand Mr. Tino Calabia, staff of the U.S. Civil Rights Commission is here. I am delighted. Come on up. And Mr. Harold Gibbard, member of the West Virginia Advisory Committee to the U.S. Commission on Civil Rights. Will you please step forward?

**STATEMENT OF W. P. O'HARE, DEPUTY DIRECTOR, NATIONAL
SOCIAL SCIENCES LAW PROJECT, INC.**

Mr. O'HARE. I am W. P. O'Hare from the National Social Sciences Law Project.

The National Social Science and Law Project is a nonprofit social science research organization funded primarily by the Legal Services Corporation. It seeks to assist courts, legislative bodies, government agencies and litigants in addressing poverty law issues on the basis of social science data and research.

As Deputy Director, I interact regularly with local Legal Services attorneys and their clients—people living in poverty. Although our constituents are formally defined as those living in poverty, obviously, minorities comprise a large portion of this population.

I have submitted some written testimony I would like to make part of the record and I will summarize my major comments in that testimony.

Mr. GARCIA. The committee would appreciate that.

Mr. O'HARE. We already heard about a number of ramifications concerning census figures. I think the Legal Services community has a great interest in those concerns. However, let me skip those and go to my major point.

One note, however, in regard to what appears to be a major concern of the committee. I have talked to a number of people from Legal Services programs who expressed their problems with local people and the testing procedures. I am getting feedback that the testing procedures are causing difficulties for the low income and minority communities.

Let me simply say that despite the efforts of the Census Bureau, Legal Services, and all the other organizations working hard to get a complete count, I am convinced along with a number of other people that this goal will not be reached. There will be an undercount in 1980 which will probably be similar to the undercount, in terms of magnitude and in terms of distribution across geographic areas and social groups and racial and ethnic groups, observed in 1970.

This undercount, as already noted, has major adverse impacts for the groups which are undercounted the most—minorities and low income people. There is ample evidence that shows blacks are missed at four times the rate of whites. There is also statistical evidence, not as widely publicized, which shows other minority groups and low income people in general are missed at a higher than average rate.

The current census plans for 1980 indicate the Bureau will measure omission rates for a number of racial ethnic groups, for a number of groups identified by a number of social and economic characteristics such as education and income and for a wide variety of geographic levels.

I think the Census Bureau is to be commended for expanding this important program. The measurement of these omission rates is crucial to the concern I would like to discuss next and which I want to emphasize in this discussion.

I am convinced that the Census Bureau should use known undercount rates for producing final published figures particularly those used for distribution of public funds. I think the subcommittee is aware that a number of other organizations including the National Academy of Sciences, Joint Center for Political Studies, and a number of experts in demography have already called for this action.

I would add my voice to that growing number of people who find this an appropriate move, and let me add that, as a demographer—I consider myself a professional demographer—I know there are appro-

priate techniques such as the synthetic method pioneered by Dr. Robert Hill of the National Urban League which is similar to the method used by Mr. Norton, whose testimony you heard earlier. The Census Bureau also used this synthetic method experimentally in their own work. This would allow them to make corrections to figures at any geographic level. Clearly, there are methods available which will allow the Bureau to make reliable adjustments for States, SMSA's, large cities, and other sub-State areas. The end result would be a more accurate demographic profile of America.

I find it disconcerting that the Census Bureau hesitates to make the kind of adjustments suggested here when extensive adjustments have been made in the past in the form of imputations for missing or inconsistent data.

For processing census data from raw form to finished tabulations, the Bureau employed a computerized statistical routine which allows them to impute or substitute data items for those cases where characteristics are missing or are inconsistent. In many cases, entire sets of characteristics for persons and families and households are statistically allocated during the processing. Selective characteristics for individuals, families, and households have also been substituted in past data used for reapportionment and distribution of public funds.

To quote a couple of figures, nearly 5 million people were totally imputed or allocated in the 1970 Census data. Putting that in context, it equals approximately 2.5 percent of the whole count, which is approximately equal to the number estimated to be undercounted. More than one-third of all census records had one or more characteristics imputed in the 1970 census.

To put this in a larger context, view the data collected correctly, and the tabulation separately, realizing the Bureau already made adjustments in terms of imputation or allocation or substituting another 5 million people to bring it up to the total tabulation they had in 1970. They have then estimated that they missed another 5 million people but, for some reason, don't include those in the figure for distributing funds or for reapportionment.

Let me add that the imputation routine, or subroutine—whatever you call it—relies on data collected and processed. Those groups that are underenumerated initially are further penalized because their characteristics such as race and income, are not imputed as often as those for groups counted fully.

Adjusting for undercounts presents statistical and technical and demographic methodological problems. As a professional demographer, I recognize the methodological complexities of using undercount rates for various groups to make adjustments for small areas. As a sophisticated data user, I am sympathetic to these concerns.

I don't mean to minimize the problems involved. However, I am convinced these barriers can be overcome. If we have differential undercounts similar to those in the past but fail to take corrective action, we are depriving the minorities of the basic right to equal representation and equal treatment by government.

In the final analysis, this issue centers on the tradeoff between the statistical purity of an already impure data set versus the injustice knowingly being imposed on minorities. In this context, I find it im-

possible to see how one could justify a decision not to make adjustments for a known undercount.

While there are many concerns about the precise manner in which these adjustments for undercounts might be made, it is important to reach agreement that they should be made. The principles of fairness, justice, and equity demand that the figures used in public programs be adjusted to account for known underenumerating.

It should be noted in this context it is important to reach a decision to adjust quickly so that needed methodological and technical and logistical mechanisms can be implemented in time. Unless the decision to adjust is made soon, we may find it is impossible to make the appropriate adjustments later because the data needed to make those adjustments is not available.

To ignore the inequity caused by unadjusted population counts is an affront to minorities and poor people throughout the country. It is, in a sense, denying them the basic right of equal treatment by government. It also results in millions of dollars of Federal funds channeled inappropriately away from the people who need them most.

Thank you for your time and concern in this matter of utmost importance.

[The statement of Mr. O'Hare follows:]

Dr. W.P. O'Hare

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The National Social Science and Law Project (NSSLP) is a non-profit social science research organization funded primarily by the Legal Services Corporation. It seeks to assist courts, legislative bodies, government agencies and litigants in addressing poverty law issues on the basis of social science data and research. As Deputy Director of NSSLP I interact regularly with local Legal Services attorneys and their clients - people living in poverty. Obviously, minorities comprise a large portion of this client population.

Since there is a limited number of spokespersons for the poverty community on technically complex issues like Census procedures, it is extremely important for an organization such as ours to have this opportunity to express our views regarding the 1980 Census of Population and Housing. I would like to thank the Committee for giving me this chance to express our concerns.

It is clear that the 1980 Census will have many ramifications for minorities and the poor throughout the next decade. Consequently, the Legal Services community is concerned with numerous Census issues, such as, the availability of temporary Census positions for poor people and minorities, the availability of Spanish language Census materials, the confidentiality of data obtained by the Census Bureau, and the extent to which the Census Bureau will tabulate and publish appropriate data for the low income and minority

populations. Today, however, I would like to focus my comments on a topic which is vitally important to the Legal Services community, namely, the extent to which minorities and persons in poverty are undercounted in the Census.

Naturally the first effort in this regard is attempting to obtain a full and complete count of everyone in the 1980 Census. I know the Census Bureau has expanded its' outreach program substantially for the 1980 Census. This is commendable. The Legal Services community has also been working closely with the Census Bureau in an effort to obtain a complete count in 1980.

Despite the efforts of all parties concerned, however, it is clear that there will be an undercount in the 1980 Census. As in past Censuses, the 1980 undercount will undoubtedly be distributed unevenly among population subgroups and across geographic areas. In past Censuses, undercounts have simply been measured, but never used for correcting final figures. This has produced a situation where representation and distribution of public funds have been based on figures known to be biased.

Census undercounts of certain groups in our society impose numerous burdens on the underenumerated groups, and unfortunately it is precisely the groups already having difficulties in our society which feel the brunt of the undercount.

There are numerous ways in which incomplete population counts from the Census have an adverse impact on those groups which are underenumerated. The most obvious, and probably the most important problem, concerns the extent to which public funds are distributed on the basis of Census figures. A recent report prepared by the Congressional Research Service for this subcommittee identified 107 Federal programs which distribute

funds on the basis of population figures.¹ Some of the most notable of these programs are Federal General Revenue Sharing, Comprehensive Employment and Training Act, Community Development Block Grant Program, and Medicaid. One recent report estimates that there is \$50 billion in Federal aid alone which is distributed on the basis of population figures. No one is certain how much state and local money rests of population figures.

If it is difficult to fully grasp the extent to which underenumeration affects the flow of funds into a community, perhaps the magnitude of the problem can be clarified by noting that the City of Detroit alone estimated that it was shortchanged by at least \$50 million dollars during the 1970's because of underenumeration in the 1970 Census. There is also a question of political representation at stake. Since federal congressional districts and most state and local districts are established on the basis of Census population counts, underenumeration jeopardizes appropriate political representation for those groups which suffer underenumeration. This obviously has ramifications for the "one person - one vote" principle and for the weight minority viewpoints are given in city, state and federal politics.

As you know, data from the Census are also used for many types of planning and policy analysis, both public and private. This provides yet another opportunity for the inadequate census counts to have an adverse impact on minority and poor communities. A decision about closing a school in a poor neighborhood, or the site location for a new commercial enterprise (which often involves expanded job opportunities)

¹"Use of Population Data in Federal Assistance Programs", prepared by the Congressional Research Service of the Library of Congress for the House Subcommittee on Census and Population, May 10, 1978, 95th Congress, 2nd Session, Committee Print No. 95-16

may hinge on information which admittedly under-represents certain groups of people.

There is ample evidence from past Censuses which shows that blacks have been missed at about four times the rate of whites². There is also some evidence which indicates that other minority groups and low-income groups have been systematically missed by Census takers.³ Current plans for the 1980 Census indicate the Bureau will be measuring the omission rates for numerous racial/ethnic groups and will have groups defined by selected social or economic characteristics such as education and income. Undercount rates will also be available for several types of geographic units such as Regions, States, and SMSAs⁴. The Bureau is to be commended for expanding this important program. Measurement of these omission rates is crucial to the next concern I would like to discuss.

The Census Bureau should use the known underenumeration rates in producing final published figures, particularly those figures utilized for distribution of public funds. This

²See, for example, Conrad Taeuber and Morris H. Hansen, "A Preliminary Evaluation of the 1960 Census of Population and Housing", DEMOGRAPHY, Vol 1, No. 1 pp. 1-14, Feb. 1964; and Jacob Siegel, "Estimates of Coverage of the Population by Sex, Race and Age in the 1970 Census", DEMOGRAPHY, Vol 11, No. 1, pp. 1-23, Feb. 1974.

³See, for example, Jeffrey S. Passel, "Provisional Evaluation of the 1970 Census Count of American Indians" DEMOGRAPHY, Vol 13, No. 3, Aug. 1976; "Counting the Forgotten: The 1970 Census Count of Persons of Spanish Speaking Background in the United States", A report of the U.S. Commission on Civil Rights, April 1974; U.S. Bureau of the Census, Census of Population and Housing: 1970, Evaluation and Research Program, PHC(E)- Series; and W.P. O'Hare, "Estimates of the Latino Population of the City of Chicago", NSSLP Report, Feb. 1979

⁴"Proposals for Coverage Evaluation of the 1980 Census", Paper prepared for presentation at the March 2, 1978 meeting of the Census Advisory Committee of the American Statistical Association

action has already been recommended by numerous respected organizations and experts⁵. Census undercounts also lead to problems in other components of the Federal statistical system. The problems Census undercounts raise in calculating unemployment rates, for example, have been discussed in a recent report which recommends, "that the Census Bureau take account of the undercounted population in the monthly labor force statistics."⁶

Techniques such as the synthetic method pioneered by Dr. Robert Hill of the National Urban League⁷, which has already been employed experimentally by the Census Bureau,⁸ would allow the Bureau to make corrections to data at any geographic level from regions and states to cities and villages. Clearly there are methods available which would allow the Census Bureau to make reliable adjustments for States, larger SMSAs and probably other substate areas. The end result would be a more accurate demographic profile of America.

I find it disconcerting that the Census Bureau hesitates to make the kind of adjustment being suggested here, when extensive adjustments have been made in past censuses in the form of imputations for missing or inconsistent data. As you probably know, in processing Census data from raw form to

⁵"Counting the People in 1980: An Appraisal of Census Plans", The National Research Council, National Academy of Sciences, 1978; and Nathan Keyfitz, "Information and Allocation: Two Uses of the 1980 Census", THE AMERICAN STATISTICIAN, Vol 33, No. 2, pp. 45 - 50, May 1979

⁶"Counting the Labor Force, a Preliminary Draft of the National Commission on Employment and Unemployment Statistics", National Commission on Employment and Unemployment Statistics, Jan. 1979

⁷Hill, Robert B., "Estimating the 1970 Census Undercount for States and Local Areas", NATIONAL URBAN LEAGUE REVIEW, pp. 36-45, Jan. 1975

⁸U.S. Bureau of the Census, Special Studies, Series P-23, No. 65, "Developmental Estimates of the Coverage of the Population of States in the 1970 Census: Demographic Analysis", Dec. 1977

finished tabulations. The Bureau employs a computerized statistical routine which allows them to impute data items for those cases where characteristics may be missing or inconsistent. In many cases entire sets of characteristics for persons, families or households were statistically allocated during Census Bureau processing. Selected characteristics for individuals, families and households have also been created and included (substituted) in past data used for re-apportionment and distribution of public funds.

Nearly 5 million records were wholly imputed or allocated in the 1970 Census data⁹. More than 1/3 of all Census records had one or more characteristic imputed in the 1970 Census¹⁰. It should also be noted that since the imputation (or substitution as it is sometimes called) routine relies on data already collected and processed, those groups underenumerated initially are further penalized because their characteristics, such as race and income, are not imputed as often as characteristics for groups fully counted. It should also be noted that past data series from the Census Bureau have often been inconsistent. Inconsistencies derive from the use of samples, and from the fact that corrections are often made between the publication of earlier and later volumes. This problem was compounded in 1970 by use of three separate terms for the Hispanic population (Spanish Language, Spanish Origin, and Spanish Surname). Therefore, publication of two series- one corrected for undercounting- should not pose a new dilemma.

⁹Counting the People in 1980: An Appraisal of Census Plans", The National Research Council, National Academy of Sciences, 1978, pp. 107

¹⁰U.S. Bureau of the Census, Census of Population and Housing, 1970, Evaluation and Research Program, PHC (E) - Series; and U.S. Bureau of the Census, 1970 Census of Population, General Social and Economic Characteristics, PC(1)-C, Appendix C

I realize that adjusting for known undercounts will present statistical, technical and demographic methodological problems. As a professional demographer I recognize the methodological complexities of using undercount rates for various groups to make adjustments for small areas. As a sophisticated data user, I am sympathetic to these concerns. I don't mean to minimize the problems involved. However, I am convinced that these barriers are can be overcome.

On the other hand, if we acknowledge differential undercounts similar to those in the past, but fail to take corrective action, we are stripping the poor and minorities of their basic right of equal representation and equal treatment by government. In the final analysis this issue centers on a tradeoff between the statistical purity of an already impure data set versus the injustice knowingly being imposed on minorities and the poor. In this context, I find it impossible to see how one could justify a decision not to make adjustments for known undercounts.

While there are many concerns about the precise manner in which these adjustments for undercounts might be made, it is important to reach an agreement that they should be made. Principles of fairness, justice and equity demand that figures used for public programs be adjusted to account for known underenumeration.

The Census Bureau apparently is still undecided about on how to react to the question of adjustment for undercounting. It should be noted in this context that it is important to reach a decision to adjust quickly, so that any needed methodological, technical and logistical mechanisms can be implemented. Unless the decision to adjust is made soon, we may find that it is impossible to make appropriate adjustments

later because the data needed to make those adjustments is not available.

I urge Congress to react to this situation. First, by encouraging the Census Bureau to immediately implement plans for adjusting figures. This may require some additional funds to perform all of the necessary operations; these funds should be made available. Second, I hope members of Congress will also make their views known to other government units involved in statistical policy such as the Office of Federal Statistical Policies and Standards, the Department of Commerce and the Office of Management and Budget, to clarify the need for adjustment. Finally, if these efforts fail, the Congress should be prepared to pass necessary legislation such as S. 1606 introduced by Senators, Moynihan and Packwood, mandating an adjustment. To ignore the inequity caused by unadjusted population counts is an affront to minorities and poor people throughout this country. It is, in a sense, denying them the basic right of equal treatment by government. It will also result in millions and perhaps billions of dollars of federal funds being channelled inappropriately away from the people who need them most throughout the 1980's.

Thank you for your time and concern in this matter of utmost importance.

Mr. GARCIA. Thank you very much.
Mr. Calabria, it is good to see you again.

**STATEMENT OF TINO CALABIA, REGIONAL CENSUS COORDINATOR,
U.S. CIVIL RIGHTS COMMISSION**

Mr. CALABIA. Thank you, Mr. Congressman.

Mr. GARCIA. You were one of my constituents at one time when I was in the State senate.

Mr. CALABIA. Yes.

As a New Yorker, I know 149th Street and Third Avenue better than Appalachia, but today I come to summarize testimony for a West Virginian. Professor Harold Gibbard, who was to testify on behalf of the West Virginia Advisory Committee, had to get on his commuter plane to get back to West Virginia. With deregulation, you take what you can get, and that was the last plane back to West Virginia.

Although Congressman Gray was raising questions about pass-fail rates of those taking the enumerator tests, and he is obviously primarily concerned with the constituency here in Philadelphia, let me mention that on Saturday, I spoke to an American Indian. And, Congressman Garcia, with your responsibilities nationwide, I should pass on a report I received from Jim Red Corn, a professional in the field, who has been funded by a Federal agency to publish studies using census data. He states that Indians are reported now to be shying away from examinations. It is not so much a question of pass-fail but of not taking the examination altogether.

Getting to Professor Gibbard's—

Mr. GARCIA. Before you continue, what was his name again?

Mr. CALABIA. Jim Red Corn.

Mr. GARCIA. If he would be kind enough—and you can get this message back to him—to submit it, we can place that in this record as well. I think it is important to establish that type of record because, while we are trying to change it immediately for 1980, you know, we need that type of record in case there will be any permanent change as we progress down the line.

Mr. CALABIA. Yes. I think Mr. Hayes will bring up some other aspects of the question of testing in his testimony.

Mr. Gibbard is from a rural State, West Virginia, actually the second-most rural State in the country. It may seem a little peculiar to bring it up in an urban setting such as this but, on the other hand, it may be strikingly necessary: While the State of West Virginia is a State which does not contain a large portion of minorities, there are, indeed, blacks there and rural areas do have problems in being counted.

Going back into the hollows of the mountains, it is difficult. It is an educated guess that many of those who live back there will not be counted, be they white or black, and this is one of the reasons why Professor Gibbard was happy that you invited him to talk about rural census problems.

In addition, the West Virginia Advisory Committee he works with wanted to report on some of the census programs that they have been

looking at. For example, Congressman, I don't know if you are aware of the HEW incentive program whereby the Social Security Administration offers States the option of waiving the temporary income for those to take on enumerator jobs. Social Security will waive this income when computing their benefits.

The West Virginia Advisory Committee and a couple of others have urged State officials to look into that and make a decision that might encourage minorities to become engaged in census work and, happily, the State of West Virginia was among those who indicated it would.

Curiously enough, New York has not yet done so. You might want to inquire about that. In any event, that was one example of some of the activities of the West Virginia Advisory Committee.

Also, the advisory committee has been encouraging the establishment of complete count committees which obviously are important if they also include minorities who can relate to minority communities.

In addition, the advisory committee has begun to look at some of the questions related to adjustment of the undercount. It is quite clear that the raw unadjusted data, if used in formulas to allocate public resources, scarce resources, these unadjusted data will do injustice to minority communities which, as you all know, are well undercounted.

Dr. O'Hare has recited a number of organizations which back the idea of adjusting for an undercount and Professor Gibbard just hopes that some decision begins to be made soon, whatever that decision may be. In fact, the question is much more not just whether an adjustment should be made but also a question of the timeliness of the decision, as well as the manner in which it is made, who proposes the formulas, and who selects one or more.

These are some of the things that the West Virginia Advisory Committee hopes to have in your record. In addition, as part of the record, the Delaware Advisory Committee chairperson, Beatrice R. Coker, wrote to Dr. Gibbard hoping that he would submit testimony involving questions first posed to the Legal Services Corporation. In Delaware, particularly in Wilmington, there are large Hispanic communities not just of Puerto Ricans but of Central Americans and South Americans.

However, many of them fear disclosure of information because of possible investigations in terms of immigration matters. As you know, even Puerto Ricans, though they may be U.S. citizens, are often accosted on this score.

So having been very concerned about the question of confidentiality, the Delaware Advisory Committee wrote to the Legal Services Corporation and inquired as to what steps Legal Services might take, should be an eligible Legal Services client feel that confidentiality had been breached.

Mrs. Coker reports that, after certain conversations with Legal Services Corporation, she is hopeful that the Corporation will be providing information to all legal services offices across the country analyzing the laws and regulations governing confidentiality of census data.

She understands the Corporation would also make public its intention of preparing local offices should their clients seek assistance regarding this. The West Virginia Advisory Committee feels also this

would be a very favorable step to be taken to assure residents, be they minority or nonminority, that the laws are there to protect them, that they should be counted, and, in fact, benefit from such a count.

Both the Delaware Advisory Committee and the West Virginia Advisory Committee appreciate the opportunity to testify before you. Rarely does it happen that such advisory committees to our Commission do so, especially on such an important subject as this.

Thank you.

Mr. GARCIA. Thank you.

[The full statement of Harold Gibbard follows:]

Mr. Chairman, Members of the Subcommittee, Representative Gray, and Friends:

My name is Harold A. Gibbard. I am a member of the West Virginia Advisory Committee to the U.S. Commission on Civil Rights. Ours is a 16-member bipartisan Advisory Committee, which is multi-racial, and, like the Pennsylvania Advisory Committee, also includes a Native American, E. Carlyle Chamberlain, who has worked with my fellow panelist, Bill Hayes of the Pennsylvania Advisory Committee. Last summer, Mr. Chamberlain reported to our West Virginia Advisory Committee his experiences with the Census Bureau which are similar to those Mr. Hayes has just related to you.

I am also a sociologist and have served on the Morgantown faculty of West Virginia University for 29 years. As an Advisory Committee member and a sociologist, I am familiar with some of the problems which your Subcommittee is reviewing.

My testimony is based on discussions held by the West Virginia Advisory Committee and follow-up actions taken by us since last summer. While this testimony has been prepared in response to the House Subcommittee's invitation to appear today, the Advisory Committee is simultaneously transmitting the same information to our parent body, the U.S. Commission on Civil Rights.

Commission's National Project

The various activities of our Advisory Committee and those of similar Committees throughout the U.S. have been part of a national project launched by all Regional Offices of the Commission to study current census issues. Our Advisory Committee hopes that the issues reviewed with you today will ultimately form part of the U.S. Commission on Civil Rights' follow-up activities including analysis of the important question of whether to adjust the population figures to compensate for the undercount of the population at the national and the state levels.

As you may know, West Virginia's 1.8 million residents are spread out over the Appalachian mountains of the second most rural state in the nation. Our population density per square mile is only 74.8, as estimated by the Census Bureau.^{1/} On the other hand, adapting Census Bureau materials, Dr. Robert B. Hill, Research Director of the National Urban League, developed tables showing that 36,390 West Virginians may have been missed during the 1970 Census.^{2/}

'70 Census Missed Equivalent of Berkeley County

This figure is remarkable because of our 55 counties, exactly 40 counties in 1970 contain fewer inhabitants than that undercount estimate. In fact, were one to equate the underestimate figure with all the people of a single county, then Berkeley County--which lies within commuting distance of Washington, D.C.--would

entirely disappear. At the 1970 Census tally of 36,356 inhabitants, Berkeley County ranks closest to the total statewide estimate of persons missed, as calculated by the National Urban League.

For such reasons, our Advisory Committee has been troubled about past enumeration problems affecting rural communities and problems in collecting and furnishing sufficient population details about those communities. Thus, we are happy to acknowledge here the Census Bureau's plans this year to use the more complete questionnaire for every other rural household instead of just the one-in-six pattern to be followed elsewhere.

Besides sampling more intensively there, the Census Bureau is also to be commended for having established the State Data Center Program, to which our State government has recently become a partner. In the past, West Virginians, as well as residents of other rural states, found it difficult, if not virtually impossible to acquire statistics for small areas, at least down to the enumeration district level. Such data are available on computer tapes and have been bought from the Bureau by users enjoying possession of or access to computer equipment. But small jurisdictions and especially community organizations have often been unable to obtain the small area statistics they have needed.^{3/}

Because of the State Data Center Program, which started operations in West Virginia last October, the Governor's Office of Economic and Community Development of the State of West Virginia can now provide enumeration district data from computer tapes furnished by the Census Bureau. The tapes are available through the Charleston Center and 11 affiliate data centers around the State. Depending upon the number of jurisdictions for which enumeration district data are sought, printouts can sometimes be provided without charge.^{4/}

Traditional Canvass Needed

While a few problems have diminished, others persist. For example, the fate of mail communications can be as uncertain back on the ridgetops and in the hollows of our mountains as they are in other hard-to-count areas. While greener than many, the pockets of poverty in Appalachia may be as difficult to enumerate as the urban ghetto. As personal canvassing is a must for other parts of the nation, it is needed among our mountains, especially if the canvassing can be carried out by workers from among the local mountaineers themselves.

In any case, problems disproportionately affecting minority communities are part of the chartered concerns of our Advisory Committee. Consequently, we have maintained census matters as a

continuing agenda topic over the past year. Our parent body, the U.S. Commission on Civil Rights itself, has long been concerned about undercounts and misclassifications affecting residents of minority communities and has issued several studies focussed, at least in part, on those issues.^{5/}

This testimony represents our Advisory Committee's first document about census matters and what they mean to a state reported to have a black population whose percent of the total statewide population was 5.7 percent in 1950, 4.8 percent in 1960, 3.9 percent in 1970, and only 3.6 percent in 1975.^{6/} Since that one group among our minority communities is reported as steadily declining, our Advisory Committee is anxious that a resolution to the Census Bureau's undercount problems help reveal the true, larger number of blacks and other minorities in West Virginia.

Efforts Aimed at Reducing Undercount

Thus, we have sought to support the Bureau's efforts to reduce such problems in the 1980 count by communicating with the chief elected officials of several of those jurisdictions thought to have appreciable numbers of minorities. We urged those officials to establish Complete Count Committees with members capable of effectively communicating with minority communities. We actually initiated our limited campaign in the fall, just as the Census Bureau started its own mass communications to some 39,000 governmental units around the country. As of last week, 23 jurisdictions in West Virginia ^{have} established Complete Count Committees, although we have no information on how representative they are.^{7/}

In early December, our Chairperson, attorney James B. McIntyre of Charleston, took the initiative and, with the Chairpersons of the Delaware and Pennsylvania Advisory Committees, wrote to State Advisory Committees throughout the nation, suggesting that they encourage their state officials to cooperate in the Social Security Administration's (SSA) incentive program. This SSA program offers states the options of disregarding the temporary census income when computing benefits to workers otherwise eligible for Assistance to Families With Dependent Children (AFDC).

Delaware, Pennsylvania, and West Virginia are among 30 state-level jurisdictions which have thus chosen to encourage more minority residents to assist the Census Bureau in their own neighborhoods. Some states have declined to do so or have not yet indicated their intentions. To lessen the undercount of minority group members in the future, the suggestion has been made to make the SSA incentive program mandatory throughout the U.S. during the next decennial count. The suggestion has also been made that the

Department of Agriculture adopt a similar approach so as to encourage Food Stamps recipients to work with the Census Bureau in their neighborhoods.^{8/}

Most recently, one of our Advisory Committee members applied for a position as a temporary census worker. However, because the recruitment and hiring process for the bulk of the workforce just started last month, it is too early to voice an observation on this crucial component of the 1980 Census. The U.S. Commission on Civil Rights will, however, be assessing through its ten Regional Offices the performance of the Census Bureau in fostering minority representation in its temporary national workforce of 275,000 employees.

Adverse, Differential Undercount

Even though the 1980 Census has not yet been taken, our Committee is acutely aware of the fact that, try as all of us will, one result of the April 1st count is inevitable: there will be an undercount. As you know, in 1950, 3.3 percent of the general population was missed; in 1960, 2.7 percent; and in 1970, 2.5 percent. If the 1980 Census is conducted as well as expected, one can reasonably anticipate that close to 98 percent of the population will be counted. But for those of us concerned with the welfare of minority communities, the remaining undercount threatens to exert a disproportionate and adverse impact on those communities.

Following the 1970 Census, the Bureau computed its estimate of the undercount for blacks as 7.7 percent, or four times greater than that for whites at 1.9 percent. Your New York colleague Senator Daniel P. Moynihan, organizer of the 1967 Harvard-Massachusetts Institute of Technology conference--the first on the undercount issue--points out further that for white males aged 25 to 33, the 1970 "undercount rate was 4.3 percent, but for black males in the same age group the undercount was 18.5 percent."^{9/}

The significance of both the figures and the racial disparity becomes starkly apparent with the realization that important issues of legislative apportionment and disbursement of Federal appropriations are determined in large measure by census statistics. Professor Nathan Keyfitz of Harvard University, who chaired the Panel on Decennial Census Plans convened by the National Academy of Science^{10/} at the request of the Department of Commerce, has stated that one uncaptured person could deprive a state of a representative in the Congress, and each missing person could well cost a jurisdiction more than \$100 in lost Federal grants each year.^{10/}

Restoring Equity

Because black Americans, and presumably other minorities, are undercounted to a greater extent than white Americans, they can be assumed to suffer from decreased representation in government and receive less than their share of Federally disbursed funds.

Mr. Chairman, I am aware that you represent a Congressional district in New York City which has a high proportion of minority residents, and I know, therefore, that you are even more intimately familiar with the costs which an undercount imposes than I.

Be that as it may, equity requires establishing as complete a count of minority persons as is attained for other groups. Consequently, our Advisory Committee in West Virginia engaged in much the same sort of activities as the Pennsylvania Advisory Committee undertook here. In the course of our activities, we also attempted to identify not just the means for reducing the undercount but also the methods proposed to compensate for the undercount. We even looked at other problems preceding a decision to select a method for adjustment. This was necessary because some parties question whether an adjustment yielding reliable results is technically feasible.

Adjustments in Practice

However, as mentioned earlier, the National Academy of Sciences commissioned a special panel to study the feasibility of adjusting the census figures to compensate for an undercount. In 1978, the NAS panel concluded that the technical expertise to adjust the census results and to correct for the undercount with tolerable accuracy is available. Moreover, American Demographics Editor Bryant Robey points out that "People unfamiliar with how the Census Bureau processes data may not be aware that many statistical adjustments are made in the census as a matter of course."^{11/} In short, a form of adjustment was employed by the Bureau to furnish both the 1960 and the 1970 figures.

Up to now, the Census Bureau has not publicly declared what it will do about adjustment. But one can easily appreciate the view of former Census Bureau Director Manuel D. Plotkin, who observed last year that "... the methodology for making adjustments is complex and not easily grasped; those who believed that the adjusted figures were not to their advantage compared with unadjusted figures might charge that the data were being manipulated for political purposes. Such charges would seriously impair the credibility of the bureau and its statistical products even if the perception were not supportable by the facts."^{12/}

Beyond Estimating Undercounts

If the Census Bureau appears understandably hesitant to risk its credibility, it can still be expected to compute an estimate of

the national undercount similar to the computation furnished after the 1970 Census. Indeed, the Bureau has already announced that estimates of the undercount will be computed not only at the national level, as after the 1970 Census, but also for each state, some regions, large Standard Metropolitan Statistical Areas, and some cities.^{13/}

Progressing that far, perhaps the Bureau should also furnish national, state, and sub-state undercount estimates of Hispanics, Asian Americans, and American Indians, if not also of Eskimos, Aleuts, and Pacific Islanders. Each of these groups is a protected class very likely to be undercounted during the 1980 Census. Their vulnerability in this regard is somewhat ironic when it is recalled that several of these groups are descended from inhabitants who preceded the European colonists who later came to hold dominion over America and its territories.

In any case, during the Census Bureau's September 1979 staff retreat focussing on the undercount question, the Bureau itself postulated four "conventions" or options that might be adopted after the 1980 count is taken. In his American Demographics article, Mr. Robey reports that the first option is to make no adjustment at all, but the fourth option would be to modify all census statistics in light of all available information, producing adjustments for age, sex, ethnicity, family relationship, income and language, as well as race, and to do so at the smallest geographic level possible.^{14/} While this option seems to present the ideal solution to the undercount issue, it may also pose the most complicated and difficult challenges to overcome.

Supporters of Adjustment

Nonetheless, whichever "convention" or option is ultimately taken, the U.S. Conference of Mayors, the separate Census Advisory Committees for blacks, Spanish Origin peoples, and Asian and Pacific Americans, the Mexican-American Legal Defense and Education Fund, the Joint Center for Political Studies in Washington, D.C., and the National Academy of Sciences itself have all urged that the decision be made to adjust the results of the upcoming census. Your colleague, Senator Moynihan, has introduced S. 1606 which would require that the Commerce Secretary "adjust the population figures, employing the best available methodology to correct for undercounting."^{15/} One can be grateful to Senator Moynihan and his cosponsor, Senator Robert W. Packwood, that these important questions now stand before the Congress.

With the 1980 decennial census date of April 1st almost upon us, whoever decides, let some decisions begin to be made, be it administratively or by legislation. The most immediate and pressing questions seem to be whether an adjustment of the

population figures ought to be ultimately accomplished and, if so, when and how to accomplish adjustment. Meanwhile, disbursements of more than 100 Federal programs, including general revenue sharing to 39,000 units of government, continue to be at stake.

One might question how targeting of Title I ESEA monies, HUD community development block grant funds, or countercyclical revenue sharing can be rationally performed, since it is known that raw, unadjusted population counts of minority communities are disproportionately faulty when compared to the counts of other communities. Without proper adjustment, the purposes of rational targeting will be at least partly defeated at the outset. In a more specialized sphere, faulty data describing workforce characteristics, needed by EEOC or the Office of Federal Compliance, can also jeopardize analysis of job discrimination.

Matter of Logic and Justice

Much of the information to which I have just referred has come to the attention of the West Virginia Advisory Committee and its staff as a result of activities we have undertaken since our last meeting. I am, therefore, in the same anomalous position as my colleague from Pennsylvania, Mr. Hayes; the West Virginia Advisory Committee is only now in the process of discharging its advisory function and communicating what it has learned to the U.S. Commission on Civil Rights.

But even after reporting on the matters to our parent body, I expect that the Advisory Committee will continue its activities related to census issues. Speaking personally and as a sociologist, it appears to me that statistics which most closely reflect the true size and composition of the population are a necessary prerequisite to rationalizing scarce public resources on an equitable basis. Moreover, to correct for the adversely disproportionate impact of undercounts on minorities, it seems to me a matter of justice as well as logic.

Issue of Confidentiality

To conclude, I have with me a letter from the Chairperson of the Delaware Advisory Committee, Beatrice R. Coker, of Wilmington, who unfortunately could not be with us. But the Delaware Advisory Committee has been particularly concerned with the fear of unwarranted disclosure and breach of confidentiality, a fear which may deter many minority respondents from accurately completing or returning their census forms. I, therefore, request permission to have this letter and any related correspondence shortly received from the Legal Services Corporation included in the record of this hearing.

Mr. Chairman, as a Congressional Representative from the State of New York, you are to be thanked for convening these hearings in

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the Mid-Atlantic Region and allowing our local Advisory Committees an opportunity to discuss the intricate process of apportionment and funds allocations, both of which are intimately affected by the decennial census. We are confident that the work of this Subcommittee will help immensely in fostering the eventual production of a census which is as complete and equitable as possible.

On behalf of our Advisory Committee and for myself personally, I would again like to thank the House Subcommittee for inviting us to testify here today. I would also like to express our gratitude for the assistance which we have been given by the staff of Representative Grey and your own staff, Mr. Chairman.

FOOTNOTES

1. The Book of the States, 1978-1979, Volume 22, The Council of State Governments, 1978, p.637.
2. Robert B. Hill, Ph.D., "Estimating the 1970 Census Undercount for States and Local Areas," National Urban League Review, Fall 1975, Volume 1, No. 22, Table 3, p.39. This table was developed by the NUL Research Department from data in "Estimates of Coverage of the Population by Sex, Race, and Age in the 1970 Census," authored in 1973 by Jacob Siegel of the Bureau of the Census/Suitland Headquarters.
3. George Rucker, Research Director, Rural America/Washington, D.C. Telephone interviews with Tino Calabia, Regional Census Coordinator, U.S. Commission on Civil Rights, Mid-Atlantic Regional Office, January 30 and February 5, 1980. Also, James Pickford, Planning and Evaluation Division Director, Appalachian Regional Commission/Washington, D.C. Telephone interview with Tino Calabia, February 5, 1980.
4. Albert Viczian, Ph.D., State Data Center Program Manager, Governor's Office of Economic and Community Development, State of West Virginia/Charleston Headquarters. Telephone interview with Tino Calabia, January 31, 1980.
5. Example include: To Know or Not to Know: Collection and Use of Racial and Ethnic Data in Federal Assistance Programs, 90 pp., February 1973; Counting the Forgotten: The 1970 Census Count of Persons of Spanish Speaking Background in the United States, 112 pp., April 1974.
6. Larry Riedman, Writer-Researcher, "A Statistical Portrait of West Virginia," Exhibit 2, from a 1979 staff paper for the U.S. Commission on Civil Rights, Mid-Atlantic Regional Office. Also, Advance Report for West Virginia for the 1960 Census of Population cited in The Fifty States Report, U.S. Commission on Civil Rights/Washington, D.C., 1961, p.638.
7. Joseph Harris, Census Manager, Bureau of the Census/Charlotte, North Carolina Regional Office. Telephone interview with Tino Calabia, February 5, 1980. Also, Raymond Lee, Complete Committee Coordinator, Bureau of the Census/Charlotte, North Carolina Regional Office, "Complete Count Committee Check-In Listing: State of West Virginia," undated, pp.1-2.
8. Bobby C. Malone, Social Science Analyst, Office of Plans, Policy, and Evaluation, U.S. Community Services Administration/Washington, D.C. Interview with Tino Calabia, February 6, 1980.
9. Senator Daniel Patrick Moynihan, "Census Undercount Statement by Senator Daniel Patrick Moynihan (D., N.Y.) on the Floor of the United States Senate," July 31, 1979.

10. Nathan Keyfitz, Ph.D., "Information and Allocation: Two Uses of the 1980 Census," The American Statistician, May 1979, Volume 33, No. 2, p.45.
11. Bryant Robey, Editor, American Demographics, "Adjusting for Census Undercount: The Statistical Nightmare," American Demographics, February 1980, Volume 2, No. 2, p.22.
12. Manuel D. Plotkin, former Director (April 1977 - February 1979), Bureau of the Census/Suitland Headquarters, "Pressures on the Census," American Demographics, April 1979, Volume 1, No. 4, p.41.
13. Vincent P. Barabba, Director, Bureau of the Census/Suitland Headquarters, "Accounting for Those Missing Persons," Washington Post, Op-ed page, August 17, 1979. Also, "Proposals for Coverage Evaluation of the 1980 Census," a paper presented at the March 2, 1978 meeting of the Census Advisory Committee of the American Statistical Association, author unknown, pp.1-2.
14. Bryant Robey, op. cit., pp.22-23.
15. Senator Daniel P. Moynihan, "A Bill to Amend Title 13, United States Code, to Correct for Undercounting in the 1980 Census," (S. 1606), 96th Congress, 1st Session, p.1.

UNITED STATES COMMISSION ON CIVIL RIGHTS

MID-ATLANTIC REGIONAL OFFICE
 2120 L STREET, NW - ROOM 510
 WASHINGTON, D.C. 20037
 TELEPHONE: (202) 254-6717

February 8, 1980

Hon. Robert Garcia, N.Y.
 Chairman
 Subcommittee on Census and Population
 U.S. House of Representatives
 601 House Office Building Annex 1
 Washington, D.C. 20515

Dear Representative Garcia:

I have prevailed upon the kindness of Professor Harold A. Gibbard of the West Virginia Advisory Committee to attach to his testimony this letter regarding problems of confidentiality which can affect the response rate of those receiving the Census Bureau's 1980 questionnaire.

As you know, many people have become distrustful of interviewers or survey takers, whether they be from the government, the private sector, or the media. Yet it is vitally important that all persons, particularly the minorities so heavily undercounted in 1970, be fully counted in the upcoming census.

Residents of our minority communities are often especially distrustful and fear that personal information may later be used against them. In Hispanic neighborhoods, some are afraid of running the hazards of deportation investigations. This occurs even with Puerto Ricans, who are U.S. citizens but have occasionally been mistaken as having immigrated here. Other residents may avoid disclosing information on the size or composition of the family lest welfare benefits be affected or even housing eligibility be threatened.

In short, some people are afraid that data taken by the Bureau may not remain confidential. Our own Advisory Committee feels reasonably convinced that the regulations, governing confidentiality of Census Bureau materials, provide a safeguard against inspection of any census data that would identify individual

respondents to agencies or persons outside of the Census Bureau. During three meetings last year, our Advisory Committee went over this at some length, on two occasions with Census Bureau staff stationed in Delaware.

After further consideration of these issues, on behalf of the Advisory Committee, I wrote to the President of the Legal Services Corporation, Mr. Dan J. Bradley, and inquired as to what steps Legal Services might take, should an eligible Legal Services client feel that confidentiality had been breached. Staff in Mr. Bradley's Office have phoned me and, more recently, the Advisory Committee's staff in Washington, D.C.

As a result of those phone conversations, I am hopeful that the Legal Services Corporation will be providing information to all Legal Services offices across the country, analyzing the laws and regulations governing the confidentiality of Census Bureau data. I understand also that the Legal Services Corporation will make public its intention of preparing local offices, should their clients seek assistance regarding complaints of breach of confidentiality.

When the Legal Services Corporation takes these steps, we feel all respondents--not just those in Delaware--will be heartened by the safeguards offered in the laws regarding confidentiality of information given to the Bureau during the 1980 Census. If you would like, we shall keep you informed of any new developments in this matter.

Sincerely,

Beatrice R. Coker
BEATRICE R. COKER, Chairperson
Delaware Advisory Committee
U.S. Commission on Civil Rights

LEGAL SERVICES CORPORATION
733 Fifteenth Street, N.W., Washington, D.C. 20005

Women's Place Telephone
(202) 272-4040

March 7, 1980

Ms. Beatrice R. Coker
Chairperson
Delaware Advisory Committee
Mid-Atlantic Regional Office
2120 L Street N.W. Room 510
Washington, D.C. 20037

Dear Ms. Coker:

This is in response to your letter regarding the 1980 Census and your committee's particular concerns about the confidentiality of the information collected. I apologize for my delay in getting back to you but want to assure you that it certainly does not reflect any lack of concern about the same issues here at the Corporation.

I know that you and others at the Civil Rights Commission have had several discussions with persons here at the Corporation involved in our Census Advocacy Project. This is a major effort - with a substantial commitment of funds - to get legal services workers to use their particular skills to increase Census participation by the low-income persons who are their clients. This is the first time the Corporation has taken on a national project of this kind, and the response has

been impressive. More than 300 individual legal services workers and client representatives from programs in every part of the country are participating in the project.

We are placing particular emphasis on a community education effort designed to advise clients of the importance of their participation and the protections they are assured. From the outset, the primary concern of legal services people has been whether they can fully assure their clients on the confidentiality issue. To help deal with that concern, we have distributed a legal analysis prepared by the Center for Social Welfare Policy and Law -- one of the national support centers the Corporation funds. A copy is attached for your information. That analysis certainly leads to the conclusion that breaches of confidentiality should not be a problem. Indeed, if that were not the conclusion it would be difficult for us to continue the Census Advocacy Project.

We understand, however, that our involvement demands some readiness to respond to confidentiality problems if they do arise. The legal services program itself is a decentralized, locally controlled effort where decisions about priorities for legal work are decided according to community needs. It would be inappropriate for the Corporation to insist that any particular program take on certain specific cases. We have done what we can, however, to make sure that programs can respond to client needs for assistance.

The legal memorandum was the first step. Several of the national support centers have indicated a willingness to provide additional assistance to local legal services workers if confidentiality problems occur that require some expert help. Further, we have told programs that the Corporation could make available, from the funds allocated for the Census Project, a limited amount of money to assist a local program in the unlikely event that its census advocacy resulted in extraordinary representation costs the program was unable to bear.

I hope that your committee has been in touch with the legal services program in Delaware to explore ways that your two organizations can work together on this matter of common concern.

Sincerely,


Dan J. Bradley

Attachment

AMERICAN INDIAN CENSUS AND STATISTICAL DATA PROJECT
1212 North Hudson
Oklahoma City, Oklahoma 73103

Honorable Robert Garcia
Chairman
Sub-committee on Census and Population
Committee on Post Office and Civil
Services
U.S. House of Representatives
601 House Office Bldg. Annex 1
Washington, D.C. 20515

Dear Congressman Garcia:

Tino Calabia of the U.S. Commission on Civil Rights informed me that during his testimony before your house sub-committee on February 11, 1980 in Philadelphia, he mentioned that I had negative reports pertaining to the census enumerator's test pertaining to American Indians. Mr. Calabia related that you indicated you wanted something in writing specifically dealing with the enumerator's test for Indians.

Barbara Walkingstick of the Regional Office in Denver, Colorado related to me that Indian's are shying away from taking the enumerator's test, which is a requirement to becoming an enumerator.

Also, I have received several copies of letters from different tribal leaders, groups, and organizations written to their Congressmen, indicating they would like to have the enumerator's test eliminated and thus accorded the same privilege as the Alaskan Natives.

This letter is in further support of dropping the enumerator's test for American Indians in Indian concentrated areas and on Indian reservations as a requirement to be an enumerator for the census.

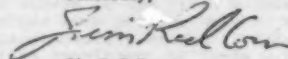
This segment of the letter is of serious concern to elected tribal leaders in Oklahoma and refers to enumeration in Oklahoma of the Indian population. On May 11, 1979, Indian leaders of Oklahoma, along with Regional Bureau of Census officials had a meeting pertaining to Indian areas to be administered the Supplemental Indian Questionnaire in the historical tribal boundaries in Oklahoma. At that time, Dick Burt and Simon Cardinas of the Denver Regional Office, presented the enclosed map as the areas the Supplemental Indian Questionnaire would be administered (Attachment A). This was positively received and totally satisfactory to the Indian leaders of Oklahoma in attendance.

However, we have received information that the Bureau of Census has reneged on their commitment to Oklahoma Indian tribes and leaders made in the May 11, 1979 meeting and redefined the areas to exclude administering the Supplemental Indian Questionnaire to those Indians that are residing in the SMSA's of Oklahoma City, Okla., Tulsa, Okla., Fort Smith, Ark., and Lawton, Okla. (Attachment B). This constitutes 26% of the total Indian population of Oklahoma (Attachment C).

We the Indians of Oklahoma, feel that we have been deceived by the Bureau of Census, Denver Regional Office on May 11, 1979 and ask that this matter be investigated and properly reported to those tribal groups located within the affected SMSA areas.

Copies of this letter are being distributed to those tribal leaders and organizations within the affected areas. Is there anything that your House Sub-Committee can do to encourage the Census Bureau to return to its original commitment of May 11, 1979?

Sincerely,



Jim Red Corn
Executive Director

Mr. GARCIA. Next is Mr. William Hayes, a member of the Pennsylvania Advisory Committee to the U.S. Commission on Civil Rights.

STATEMENT OF WILLIAM HAYES, MEMBER, PENNSYLVANIA ADVISORY COMMITTEE TO THE U.S. COMMISSION ON CIVIL RIGHTS

Mr. HAYES. Mr. Chairman, members of the subcommittee, Representative Gray and friends, I would like the text of my testimony to be entered completely into the record. In view of the time factor, I will summarize.

My name is William Hayes. I am a Muskogee Creek Indian. I am a member of the Pennsylvania Advisory Committee to the U.S. Commission on Civil Rights.

Our bipartisan advisory committee is composed of 25 members throughout Pennsylvania and I am speaking on behalf of the Pennsylvania Advisory Committee to inform the House subcommittee of the work which we have undertaken regarding the 1980 census.

I shall mainly address matters affecting nonreservation rural and urban native Americans as typified in Pennsylvania but I would first like to summarize recent activities of the advisory committee aimed at improving the 1980 count.

At our last meeting on November 30, 1979, the advisory committee discussed the undercount which occurred in the 1970 census, some of the problems which led to the undercount, and the consequences.

In mid-December, Chairperson Alpern wrote to Governor Thornburgh suggesting that the Pennsylvania Department of Public Welfare cooperate in the Social Security Administration's census incentive program. SSA allows State welfare departments the opinion of exempting from consideration, when benefits are determined, the temporary income earned by 1980 census workers who may also be eligible for Aid to Families with Dependent Children.

A week ago, Public Welfare Secretary Helen B. O'Bannon responded on behalf of the State of Pennsylvania. She indicated that, in order to encourage as many residents of minority communities as possible to participate in the census operations, Pennsylvania will waive any temporary income earned by AFDC beneficiaries. We are pleased with Secretary O'Bannon's decision and believe it will help reduce the minority undercount.

In late December we also wrote to over 150 chief elected officials of local governments serving jurisdictions containing 15,000 or more inhabitants. We urged these officials to support the Census Bureau's efforts aimed at the establishment of complete count committees. As of last week, Allentown, Chester, Emmaus, Norristown, Philadelphia, Pittsburgh, and Reading have set up complete count committees.

In Pittsburgh, Mayor Richard S. Caliguiri appointed a 25-member complete count committee. To his credit, the mayor created a committee, 50 percent of whose seats are held by black residents. For broad appeal and visibility, Mayor Caliguiri has even won pledges of time from star Steeler running back Rocky Bleir and baseball's "Most Valuable Player" last year, Willie Stargell of the Pirates, who will cosponsor the committee.

I will now address census issues as they affect native Americans. During our November advisory committee meeting, we reviewed a few issues at some length. At that time, I informed the advisory committee

of the history of the Census Bureau's involvement with American Indians. It would probably be more accurate, however, to characterize that history as one of noninvolvement and insensitivity.

To illustrate local noninvolvement, I need only refer to the Pittsburgh Complete Count Committee, which I described earlier. It is hard to fault the committee's composition, except from the viewpoint of the American Indian. At this juncture, no American Indians are members of the committee.

But there are Indians in Pittsburgh, and they deserve to be represented. So I would have to say with full respect for the work that went into the creation of Pittsburgh's Complete Count Committee that it remains another example of how the American Indian gets left out.

Indeed, the American Indian is time and again the last American when it comes to sharing in the mainstream life of the Nation.

For example, in January 1974, CENA, a coalition representing 250,000 Indians east of the Mississippi, featured census problems as one of six workshop topics organized for CENA's Second Annual Eastern Indian Conference held in Washington, D.C. A major resolution approved by the general membership dealt with the critical need to enable American Indians to engage in the enumeration of their peoples. From that time forward, CENA and the Council of Three Rivers maintained a standing interest in census matters.

Like Indians elsewhere, CENA and the council were pleased when the Census Bureau hired an Indian in June 1976 to work at the Bureau's Suitland headquarters. However, only one other Indian has been added to the headquarters staff since then.

At approximately the time when the Council of Three Rivers and CENA were demonstrating interest, the Census Bureau organized separate, official advisory committees for blacks, persons of Spanish origin, and eventually also for Asian and Pacific Americans. These various committees regularly discussed with the Bureau the shortcomings they perceived in the Bureau's work.

Mr. GARCIA. May I interrupt you? I don't want to leave when your testimony is going on but I have another commitment I must keep in the next 5 or 10 minutes so I will have to run. There is one group after you and that's the Bureau of the Census. If you can summarize the little you have left, it would be appreciated. Every one of those words will be entered in its entirety into the record. With that, I would ask you to please excuse me.

Mr. GRAY. Would you go ahead, Mr. Hayes?

Mr. HAYES. Nonreservation Indians outnumber those on reservations with 45 percent of the total Indian population being urban-based. Indeed, 48 percent of all adult male Indians and 50 percent of all adult female Indians live in urban areas. With the move away from reservations and with increased urbanization among nonreservation Indians, many have been lost in the larger society.

For such reasons, participants at the May 1978 regional meeting in Arlington pressed for wider usage of the supplementary questionnaire. The Bureau's response was that the long form—that is, the questionnaire sent to the 20 percent sample of the entire Nation—is considered an adequate substitute for the special supplementary questionnaire.

The Bureau's response should be weighed against the experience of minority professionals serving the American Indian community like Jim Red Corn, executive director of the American Indian Census and

Statistical Data Project. Mr. Red Corn was funded by the U.S. Community Services Administration to issue a county-level study using unpublished Census Bureau data. His study on the Mid-Atlantic region was able to show population characteristics for American Indians in only 2 of Pennsylvania's 67 counties: Allegheny and Philadelphia Counties.

If the Census Bureau's various programs for deucing the undercount and the Bureau's techniques for carrying out the sample survey in April are to yield sufficient information on Indians in at least a few other Pennsylvania counties after the 1980 census, those programs and sampling techniques will have to prove superior to what they were in 1970.

A follow-on to the 1980 census was once projected for the disabled population. We have been advised that such a follow-on study might well be similarly designed for the American Indian population.

Such a procedure incorporates and extends the concept of a supplementary questionnaire. It would add to the knowledge that is to be collected in the 1980 census. The standard short form—that is, the questionnaire distributed to 100 percent of the Nation's population—will yield few characteristics of the persons in the households canvassed but should show where each American Indian household is located.

But the Bureau failed to similarly involve American Indians in the census process. It was not until mid-1978 that the Bureau communicated directly with Mid-Atlantic and other east coast Indians when they participated in the regional meetings convened in Boston and Arlington, Va. that year.

Russell Simms, executive director of the Council of Three Rivers, stated at the outset of the Bureau's May 1978 meeting in Arlington that Indians had already struggled for 5 years to gain access to the planning and implementation of the 1980 census and that the Arlington meeting with Indians in the Mid-Atlantic region was long overdue.

The Bureau acknowledged that it had decided not to establish an official advisory committee for American Indians such as other minorities enjoyed. This rationale which the Bureau advanced was that, because advisory committees are limited to 21 members, the Bureau felt the diversity of the American Indian population would not be adequately represented. In the words of Mr. Simms, the Bureau ultimately decided that "diversity deserved denial," denial of a structure which the Bureau was willing to afford others.

Approximately 1 year after the regional meeting for Indians in the Mid-Atlantic region, the Census Bureau approached the Council of Three Rivers and other agencies while recruiting applicants to work in the Bureau's prelist operations. Attached to the Bureau's June 1979 letter was a list by county of cities and towns for which no jobs were available. The list for Allegheny County, the major county of the four we serve, included 72 jurisdictions from Aspinwall to Wimlerding, including Pittsburgh. There were no prelist operations jobs available in any of these 72 jurisdictions, effectively precluding American Indians in western Pennsylvania from working for the Bureau on census preparations at that stage.

It is undeniable that greater minority participation in the census workforce should improve the accuracy of the count of minorities and should be encouraged.

At this time, the Bureau intends to hire the temporary enumerators, at least in part, on the basis of a standardized test. Test instruments in many circumstances have been shown to act so as to disproportionately deny minorities job opportunities.

Whether for this reason or for others, the Bureau has been reported as having decided not to administer the test to applicants for temporary census worker positions in Alaskan Indian villages.

American Indian leaders have recently requested the Census Bureau to expand that policy and abandon the test as a criterion when hiring census workers in concentrated American Indian areas and on American Indian reservations. The Bureau has not yet responded to that request.

Once that locational information is known, a variation on the supplementary questionnaire could be sent to a random sample of the known Indian households. This sample would have to be sufficiently large so that enough reliable data could be aggregated permitting any future study to yield population characteristics for American Indians in more than just two Pennsylvania counties.

Ideally, such a follow-on would occur as soon after the 1980 census as possible, since the transient nature of minority communities will affect or reduce any potential sample after it is identified by the April 1980 count. Nonetheless, after it occurs, such a follow-on procedure may well correct for the information gap about Indians which persisted through the 1970's.

At any rate, with the 1980 count just weeks away, the time draws near when we can assess the experiences gained during the preparations made by the Census Bureau for the upcoming census. In any such assessment, the advisory committee would hope that the following questions might be among all those weighed:

1. What are the advantages and disadvantages in establishing an American Indian advisory committee for decennial censuses?
2. Were any American Indian consultants contracted through the Bureau's Census Promotional Office? If not, why not?
3. When the Bureau organized special events for other minority groups, were similar events organized for American Indians? If not, why not?
4. What is the pattern of hiring for minority groups—particularly American Indians—in the Bureau's Suitland Headquarters and in its regional or other field offices? What is the pattern of hiring of minority group members—particularly American Indians—in the 1980 census temporary workforce?
5. What procedures, if any, need to be developed and used to insure that the decennial censuses provide the most useful and comprehensive information concerning the American Indian population?

Mr. Chairman, these are among the questions which the Pennsylvania Advisory Committee will probably be requesting the U.S. Commission on Civil Rights to look into. We hope our brief presentation helps to convince you not just that American Indians were undercounted, as were other minorities in 1970, but that American Indians continue to be overlooked in the Census Bureau's preparations for the decennial counts.

Hopefully, the work of this House subcommittee will assist all of us in acquiring answers to the questions I have just raised and will assist in seeking solutions to the problems American Indians have encountered with the census in the past.

In scanning the Copies of the four published proceedings of prior subcommittee hearings, I am under the impression that few American Indians have recently appeared before the subcommittee. I am, therefore, especially honored to be here and hope that I represent the beginning of a trend to include nonreservation urban American Indians more fully in the census process.

[The full statement of Mr. Hayes follows:]

Mr. Chairman, Members of the Subcommittee, Representative Gray, and Friends:

My name is William Hayes. I am a Muskogee Creek Indian and a member of the Pennsylvania Advisory Committee to the U.S. Commission on Civil Rights. Our bipartisan Advisory Committee is composed of 25 members from throughout Pennsylvania. Eight are from here in Philadelphia, including Grace Alpern, our Chairperson. Five, including myself, are residents of Pittsburgh, where I presently work in the CETA operations of the Council of Three Rivers American Indian Center in Dorseyville.

The original invitation to testify was addressed to our Chairperson, Ms. Alpern. As I am associated with more than one organization, I would like to clarify for the record my role here today. I am speaking for, and on behalf of, the Pennsylvania Advisory Committee to inform the House Subcommittee of the work which we have undertaken regarding the 1980 Census.

Through communications with our Washington, D.C. staff, I believe the Subcommittee was advised of the Advisory Committee's decision that I speak here today representing the Advisory Committee, and Chairman Garcia has kindly consented. So on behalf of our membership, I would like to congratulate Representative Gray for inviting the House Subcommittee to visit Philadelphia and to thank Chairman Garcia for inviting us to testify.

Advisory Committee Activities and SSA

I shall mainly address matters affecting non-reservation rural and urban Native Americans as typified in Pennsylvania, but I would first like to summarize recent activities of the Advisory Committee aimed at improving the 1980 count. At our last meeting, on November 30, 1979, the Advisory Committee discussed the undercount which occurred in the 1970 Census, some of the problems which led to the undercount, and the consequences.

In mid-December, Chairperson Alpern wrote to Governor Thornburgh, suggesting that the Pennsylvania Department of Public Welfare cooperate in the Social Security Administration's (SSA) census incentive program. SSA allows state welfare departments the option of exempting from consideration, when benefits are determined, the temporary income earned by 1980 Census workers who may also be eligible for Aid to Families With Dependent Children (AFDC).

A week ago, Public Welfare Secretary Helen B. O'Bannon responded on behalf of the State of Pennsylvania. (See Attachment A.) She indicated that, in order to encourage as many residents of minority communities as possible to participate in the census operations, Pennsylvania will waive any temporary income earned

by AFDC beneficiaries. We are pleased with Secretary O'Bannon's decision and believe it will help reduce the minority undercount.

Complete Count Committees and Pittsburgh

In late December, we also wrote to over 150 chief elected officials of local governments serving jurisdictions containing 15,000 or more inhabitants. We urged these officials to support the Census Bureau's efforts aimed at the establishment of local Complete Count Committees. Such Committees would include members who could effectively communicate with the various minorities in their jurisdictions. As of last week, Allentown, Chester, Emmaus, Norristown, Philadelphia, Pittsburgh, and Reading have set up Complete Count Committees,^{1/} but we lack information regarding minority representation on them with the exception of my hometown, Pittsburgh.

In Pittsburgh, Mayor Richard S. Caliguiri appointed a 25-member Complete Count Committee. To his credit, the Mayor created a Committee, 50 percent of whose seats are held by black residents. For broad appeal and visibility, Mayor Caliguiri has even won pledges of time from star Steeler running back Rocky Bleier and baseball's Most Valuable Player last year, Willie Stargell of the Pirates, who will co-chair the Committee.^{2/} Through Chairperson Alpern, our Advisory Committee also joined with the Delaware and West Virginia Advisory Committees in writing all our colleagues nationwide, informing them of the undercount problem in the 1970 Census that could surface again in the 1980 Census. We described some of the activities we engaged in and urged them to consider similar actions.

These were recent activities of our Advisory Committee focussed on the census, and I am pleased to report success in getting State and local officials to take actions designed to reduce a further undercount. I have attached copies of the response from Secretary O'Bannon and one typical response in which a locality indicated it had no knowledge of Complete Count Committees until it received our letter.

In this latter situation, it is worth noting that several jurisdictions responded that they were unfamiliar with the Complete Count Committee program and requested that we provide them with further information and technical assistance. We, of course, put together packets of whatever information we had and shared them. Although the Bureau reports it sent materials "to the highest elected official in each of the approximately 39,000 general-purpose local governments," there apparently are gaps in the communications.^{3/} In any event, with the Committee's permission, I would request that these be included in the record of the hearing.

Omission of Native Americans

I will now address census issues as they affect Native Americans, particularly non-reservation Indians. During our November Advisory Committee meeting, we reviewed a few issues at some length. At that time, I recounted some of the history of the Census Bureau's involvement with American Indians. It is probably more accurate, however, to characterize that history as one of non-involvement and insensitivity. Let me take this opportunity to reiterate the history which the Advisory Committee discussed in November and update it by including events that occurred subsequently and information which has come to the Advisory Committee's Washington, D.C. staff.

To illustrate local non-involvement, I need only refer to the Pittsburgh Complete Count Committee described earlier. With superstars from the sports world, key representatives from the public and parochial school systems, half the Committee seats being assigned to the black community, it is hard to fault the Committee's composition--except from the viewpoint of the American Indian. At this juncture, no American Indians are members of the Committee.

Since not many more than 5,200 Indians were counted throughout Pennsylvania in the 1970 Census, the official tally for Pittsburgh's American Indian population would not be large compared to those for other groups. But it is the conviction of the Council of Three Rivers American Indian Center that the undercount of Indians is far in excess of the 2.5 percent undercount rate for the general population nationwide, and probably in excess of the 7.7 percent undercount rate for blacks nationwide.

At any rate, there are Indians in Pittsburgh--counted and uncounted--and they deserve to be represented. The first page of the Census Bureau's Complete Count Committee Guidelines indicates that the various segments of the community, "business, labor . . . ethnic and minority organizations, etc." should be represented.^{4/} So, with full respect for the work that went into the creation of Pittsburgh's Complete Count Committee, I would have to conclude that it remains another example of how the American Indian gets left out.

Indeed, the American Indian is time and again the last American when it comes to sharing in the mainstream life of the nation. This is true not just for the reservation Indian or the non-reservation rural Indian. It is equally true for urban Indians like those seen coming to the Council of Three Rivers or those going to the offices of the United American Indians of the Delaware Valley down on Chestnut Street here in Philadelphia.

It has happened to the Council of Three Rivers itself, to United American Indians, and to an umbrella organization both belong to, the Coalition of Eastern Native Americans (CENA).

Census Featured at 1974 Conference

For example, in January 1974, CENA featured census problems as one of six workshop topics organized for CENA's Second Annual Eastern Indian Conference held in Washington, D.C. A major resolution approved by the General Membership dealt with the critical need to enable American Indians to engage in the enumeration of their peoples and specifically to have the Census Bureau authorize and verify the enumeration.^{3/} From that time forward, CENA and the Council of Three Rivers maintained a standing interest in census matters.

Like Indians elsewhere, CENA and the Council were pleased when the Census Bureau hired an Indian in June 1976 to work at the Bureau's Suitland headquarters. However, only one other Indian has been added to the headquarters staff since then.

At approximately the time when the Council of Three Rivers and CENA were demonstrating interest, the Census Bureau organized separate, official advisory committees for blacks, persons of Spanish Origin, and eventually also for Asian and Pacific Americans.^{6/} These various committees regularly discussed with the Bureau the shortcomings they perceived in the Bureau's work.

But the Bureau failed to similarly involve American Indians in the census process. While structures were being established to engage other minorities in the Bureau's work, there was only limited contact between the Bureau and American Indians. In September and October 1976, two exploratory meetings were held with West Coast Indians, and, more than a year later, another meeting took place in Oklahoma City in December 1977. Not until mid-1978 did the Bureau begin communicating directly with Mid-Atlantic and other East Coast Indians when they participated in the regional meetings convened in Boston and Arlington, Virginia that year.

Diversity Deserves Denial?

Russell Simms, Executive Director of the Council of Three Rivers, stated at the outset of the Bureau's May 1978 meeting in Arlington that Indians had already struggled for five years to gain access to the planning and implementation of the 1980 Census and that the Arlington meeting for Indians in the Mid-Atlantic Region was long overdue.^{7/}

Before the end of that meeting, the Bureau acknowledged that it had decided not to establish an official advisory committee for American Indians such as other minorities enjoyed. The rationale which the Bureau advanced was that, because advisory committees are limited to 21 members, the Bureau felt the diversity of the American Indian population would not be adequately represented. In the words of Mr. Simms, the Bureau ultimately decided that "diversity deserved denial"--denial of a structure which the Bureau was willing to afford others.^{8/}

American Indians, of course, have no objection to and support the provision of an advisory committee for Asian Americans. We wonder, though, if Asian Americans see their various peoples as without diversity. We suspect that the Chinese, Japanese, Koreans, Filipinos, Vietnamese, and the other Asians in America recognize, as do the various Pacific Islanders, their rich diversity. And yet the Bureau saw no impediment to bringing all Asian Americans and all Pacific Islanders together into a single advisory committee.

No "Pre-List Operations" Jobs

At any rate, approximately one year after the regional meeting for Indians in the Mid-Atlantic Region, the Census Bureau approached the Council of Three Rivers and other agencies while recruiting applicants to work in the Bureau's "Pre-List Operations." Attached to the Bureau's June 1979 letter was a list, by county, of cities and towns for which no jobs were available. The list for Allegheny County--the major county of the four we serve--included 72 jurisdictions from Aspinwall to Wilmersburg, including Pittsburgh. There were no "Pre-List Operations" jobs available in any of these 72 jurisdictions, effectively precluding American Indians in Western Pennsylvania from working for the Bureau on census preparations at that stage.^{9/}

As my West Virginia Advisory Committee counterpart will also mention, it is too early to tell how minority groups are faring in the current recruitment drive to find applicants for the enumerator and clerical jobs needed for the actual 1980 count just a few weeks from now. But it is undeniable that greater minority participation in the census workforce should improve the accuracy of the count of minorities and should be encouraged.

However, the Bureau may have adopted procedures which will deter minority participation. At this time, the Bureau intends to hire the temporary enumerators, at least in part, through political referrals and on the basis of a standardized test. About 15,000 positions must be filled here in Pennsylvania.^{10/}

Waive Test For American Indians

But test instruments in many circumstances have been shown to act so as to disproportionately deny minorities job opportunities.^{11/} Whether for this reason or for others, the Bureau has been reported as having decided not to administer the test to applicants for temporary census worker positions in Alaskan Indian villages. American Indian leaders have recently requested the Census Bureau to expand that policy and abandon the test as a criterion when hiring census workers in concentrated American Indian areas and on American Indian reservations.^{12/} The Bureau has not yet responded to that request, although I would like to note that Senator David Boren of Oklahoma has commented favorably upon it.^{13/}

Much of this information has come to the attention of the Council of Three Rivers and the Washington, D.C. staff of the Advisory Committee only since our last meeting. Therefore, as of this moment, the Pennsylvania Advisory Committee itself has not had the opportunity to examine either the procedures which the Bureau will use when hiring the workforce or the circumstances surrounding the new test exemption. Consequently, I am unable to inform the House Subcommittee of any official position which the Advisory Committee has taken in its role as advisors to the U.S. Commission on Civil Rights.

However, the Advisory Committee should be discussing these matters at our next meeting, scheduled for February 28th in Harrisburg. And I would like to say personally that I think the question of using employment tests when hiring census workers is one which deserves serious consideration from both the House Subcommittee and from the U.S. Commission on Civil Rights.

Broaden Use of "Supplementary Questionnaire"

A second item of long-standing concern for American Indians has been the development and distribution of the "Supplementary Questionnaire." Designed for distribution on all Federal and state reservations and the historic areas of Oklahoma, excluding the urbanized areas, the "Supplementary Questionnaire" will not be used among non-reservation Indians.^{14/} The limited targeting of this kind of survey instrument for American Indians raises questions. Various indicators suggest that non-reservation Indians outnumber those on reservations, with 45 percent of the total Indian population being urban-based.^{15/} Indeed, 48 percent of all adult male Indians and 58 percent of all adult female Indians live in urban areas.^{16/} With the move away from reservations and with increased urbanization among non-reservation Indians, many have become lost in the larger society. And, in terms of the census, among Native Americans, "Those most likely to be undercounted

would be the non-reservation urban Indians," states Jim Red Corn, Executive Director of the American Indian Census and Statistical Data Project.^{17/}

For such reasons, participants at the May 1978 regional meeting in Arlington pressed for wider usage of a modified "Supplementary Questionnaire."^{18/} The Bureau's response was that the long form--that is, the questionnaire sent to the 20 percent sample of the entire nation--is considered an adequate substitute for the special "Supplementary Questionnaire," and that the Bureau's statistical techniques will yield valid data without going to additional households containing Indians.^{19/}

Data For Only Two Counties

The Bureau's response should be weighed against the experience of minority professionals serving the American Indian community like Mr. Red Corn. He was funded by the U.S. Community Services Administration to issue a unique county-level study using unpublished Bureau data from the 1970 Census. His study on the Mid-Atlantic Region is able to show population characteristics for American Indians in only two of Pennsylvania's 67 counties, Allegheny and Philadelphia Counties.

The hope would be that the Census Bureau's various programs for reducing the undercount and the Bureau's techniques for carrying out the sample survey in April will yield sufficient information on Indians in at least a few other Pennsylvania counties after the 1980 Census. But to do so, those program and sampling techniques will have to prove superior to what they were in 1970.

The suggestion advanced by American Indians at the 1978 regional meeting in Arlington, that wider use be made of a modified "Supplementary Questionnaire," would lead to one method of confronting this problem. Other measures for improving the accuracy of the count of American Indians and for eliciting more useful data concerning their population characteristics have also been advanced.

"Follow-on" For Indians

A "follow-on" to the 1980 Census has been projected for the disabled population.^{20/} We have been advised that such a "follow-on" study might well be similarly designed for the American Indian population. Such a procedure incorporates and extends the concept of a "Supplementary Questionnaire." It would add to the knowledge that is to be collected in the 1980 Census.

The standard short form--that is, the questionnaire distributed to 100 percent of the nation's population--will yield few characteristics

of the persons in the households canvassed but should show where each American Indian household is located.

Once that locational information is known, a variation on the "Supplementary Questionnaire" could be sent to a random sample of the known Indian households. This sample would have to be sufficiently large so that enough reliable data could be aggregated permitting any future study to yield populations characteristics for American Indians in more than just two Pennsylvania counties.^{21/}

Ideally, such a "follow-on" would occur as soon after the 1989 Census as possible, since the transient nature of minority communities will affect or reduce any potential sample after it is identified by the April 1980 count. Nonetheless, after it occurs, such a "follow-on" procedure may well correct for the information gap about Indians which persisted through the 1970s.

As I stated earlier, the Pennsylvania Advisory Committee has not yet had the opportunity to study extensively the feasibility or advisability of either of these proposals. While becoming more actively engaged in exploring the question of how the decennial censuses affect minorities, particularly American Indians, we have become aware of the problems which exist. We have also become familiar with suggestions which have been advanced to address these problems. The Pennsylvania Advisory Committee expects to continue to be involved with this problem and hopes that others, including this House Subcommittee, will be supportive of us and the U.S. Commission on Civil Rights in our endeavor.

Evaluation Questions

At any rate, with the 1980 count just weeks away, the time draws near when we can assess the experiences gained during the preparations made by the Census Bureau for the upcoming Census. In any such assessment, the Advisory Committee would hope that the following questions might be among all those weighed:

1. What are the advantages and disadvantages in establishing an American Indian Advisory Committee for decennial censuses?
2. Were any American Indian consultants contracted through the Bureau's 1980 Census Promotional Office? If not, why not?
3. When the Bureau organized special events for other minority groups, were similar events organized for American Indians? If not, why not?
4. What is the pattern of hiring for minority groups--particularly American Indians--in the Bureau's

Suitland headquarters and in its regional or other field offices? What is the pattern of hiring of minority group members--particularly American Indians--in the 1980 Census temporary workforce?

5. What procedures, if any, need to be developed and used to insure that the decennial censuses provide the most useful and comprehensive information concerning the American Indian population?

Mr. Chairman, I expect these to be among the questions which the Pennsylvania Advisory Committee will request the U.S. Commission on Civil Rights to look into. We hope our brief presentation helps to convince you not just that American Indians were undercounted, as were other minorities in 1970, but that American Indians continue to be overlooked in the Census Bureau's preparations for the decennial counts. Hopefully the work of this House Subcommittee will assist all of us in acquiring answers to the questions I have just raised and will assist in seeking solutions to the problems American Indians have encountered with the census in the past.

In scanning the copies sent to me of the four published proceedings of the prior Subcommittee hearings, I am under the impression that few American Indians have recently appeared before the Subcommittee. I am, therefore, especially honored to be here and hope that I represent the beginning of a trend to include non-reservation urban American Indians more fully in the census process.

FOOTNOTES

1. Ruth Alsher, Complete Count Committee Technician, Bureau of the Census, Regional Office/Philadelphia. Telephone interview with Tino Calabria, Regional Census Coordinator, U.S. Commission on Civil Rights, Mid-Atlantic Regional Office, February 6, 1980.
2. Ben Hayllar, Assistant Executive Secretary, Office of the Mayor, City of Pittsburgh. Telephone interview with Tino Calabria, February 4, 1980.
3. 1980 Census Update, Bureau of the Census, Issue No. 12, October 1979, p.3.
4. Complete Count Committee Guidelines, Form D-485, Bureau of the Census, undated, p.1.
5. "Eastern Indian Conference, Washington, D.C., January 17-19, 1974," official program, p.2. The event was the Second Annual Eastern Indian Conference organized by the Coalition of Eastern Native Americans (CENA), headquartered in Washington, D.C. Also, "Recommendations and Resolutions Approved and Adopted by the General Assembly of the Second Annual Eastern Indian Conference."

6. Vincent P. Barabba, Director, Bureau of the Census/Suitland Headquarters, to Tino Calabia, Director, U.S. Commission on Civil Rights National Project on Asian and Pacific Island Americans, September 17, 1976 letter, p.5. According to Mr. Barabba, "The significant dates leading up to the establishment of minority advisory committees are:
 - Black
 First ad hoc group meeting on 5/24/74
 Official charter filed 10/10/74
 First Advisory Committee meeting on 2/27-28/75
 - Spanish Origin
 First ad hoc group meeting on 3/1/74
 Official charter filed on 3/24/75
 First Advisory Committee meeting on 7/24-25/75
 - Asian and Pacific American
 Ad hoc group meeting on 3/12/76
 Official charter filed on 6/21/76
 First Advisory Committee meeting on 8/12-13/76."
7. "Minutes /of the/ Regional Meeting of the Census Bureau and the Mid-Atlantic American Indian Groups, Arlington, Virginia, June 16, 1978," prepared by Mike Hovland, Census History Staff, Bureau of the Census/Suitland Headquarters, p.1. See also pp.12-13 for related remarks by Mr. Simms.
8. Russell Simms, Executive Director, Council of Three Rivers American Indian Center, Inc. Telephone interview with William Hayes, member of the Pennsylvania Advisory Committee, and Tino Calabia, February 1, 1980.
9. Porter S. Rickley, Regional Director, Bureau of the Census/Philadelphia Regional Office, to Russell Simms, June 13, 1979 letter and Attachment III.
10. "Democrats Count on Census for Jobs," Philadelphia Inquirer, January 15, 1980, p.D-2.
11. Alexandra K. Wigdor, "Ability Testing (Study Projects: Assembly of Behavioral and Social Sciences)," The National Research Council in 1979--Current Issues and Studies, National Academy of Sciences, Washington, D.C., 1979, pp.37-45. Ms. Wigdor observes that "critics suspect that there is widespread use of tests in industry and schools today for the purpose of continuing by other means the racial discrimination outlawed by the Civil Rights Act of 1964. Those who are not convinced of any systematic and conscious use of tests for the purpose of discriminating are, nevertheless, very concerned about cultural bias and about the effects of labeling There are those who would go further and eliminate testing; the search for alternatives will probably attract far more attention in the next decade." p.42.
12. Jim Red Corn, Executive Director, American Indian Census and Statistical Data Project/Oklahoma City, and Bob Giago, Executive Director, American Indian Training and Employment Program/Oklahoma City, January 22, 1980 open letter to Tribal Groups and Indian Organizations.
13. Jim Red Corn, telephone interview with Tino Calabia, February 7, 1980.
14. Vincent P. Barabba to Russell Simms, September 4, 1979 letter, p.2. Also, "1980 Census Programs for American Indians and Alaska Natives," Census Promotion Office, Bureau of the Census/Suitland Headquarters, November 1979, p.3.

15. A Study of Selected Socio-Economic Characteristics of Ethnic Minorities Based on the 1970 Census, Volume III: American Indians, HEW publication No. (OS) 75-122, Office of the Assistant Secretary for Planning and Evaluation, Department of Health, Education, and Welfare, July 1974, p.15.
16. Ibid.
17. Jim Red Corn, telephone interview with Tino Calabia, February 7, 1980.
18. "Minutes" of June 16, 1978 meeting cited in Footnote 7 (above), p.5 and p.10.
19. Ibid, p.5.
20. 1980 Census Update, Bureau of the Census, Issue No.7, July 1978, pp.1-2. Also, 1980 Census Update, Bureau of the Census, Issue No.10, April 1979, p.7.
21. Jim Red Corn, interview with Tino Calabia, December 10, 1979. Also, telephone interview, February 7, 1980.

ATTACHMENT 'A'

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC WELFARE

FEB 4 1980

HELEN B. O'BANNON
SECRETARY

Ms. Grace Alpern, Chairperson
Pennsylvania Advisory Committee
United States Commission on Civil Rights
Mid-Atlantic Regional Office
2120 L Street, N.W. - Room 510
Washington, D.C. 20037

Dear Ms. Alpern:

This is in response to your letter of December 14, 1979, to Governor Thornburgh in which you point out the advantages of our disregarding income earned by AFDC clients in conducting the 1980 Census.

I am pleased to tell you that we have decided to exercise the option of disregarding this income for AFDC, for we realize the benefits that can be gained.

Thank you for your interest and the time and trouble you took to write.

Sincerely,

Helen B. O'Bannon

STATE OF DELAWARE
OFFICE OF THE SECRETARY
DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Ms. Beatrice R. Coker, Chairperson
Delaware Advisory Committee
U. S. Commission on Civil Rights
Mid-Atlantic Regional Office
2120 L Street, N. W. - Room 510
Washington, D. C. 20037

Dear Bebe:

Thank you for your letter of December 14 requesting the State to grant an exemption of income earned working in the census when calculating AFDC benefits.

The State of Delaware is happy to cooperate with the Census Bureau and the U. S. Commission on Civil Rights by granting such an exemption. We are aware of the fact that previous undercounts have had a negative effect on programs and funds which serve minorities and the poor, and we would certainly want to encourage individuals in those communities to work as enumerators in their neighborhoods. We are also pleased to give welfare recipients an opportunity to earn some extra income working on this worthwhile project.

I have requested that the Coordinator of the Volunteer Public Service Program in the Division of Social Services contact local census officials to facilitate the temporary employment of welfare recipients in census work.

Sincerely,

Pat

Patricia C. Schramm
Secretary

Municipality of PENN HILLS

A HOME RULE COMMUNITY

Ms. Grace Alpern,
Chairperson, Pennsylvania Advisory Committee
United States Commission on Civil Rights
Mid-Atlantic Regional Office
2120 L Street, NW-Room 510
Washington, D.C. 20037

Dear Ms. Alpern:

Pursuant to your letter of December 31, 1979, please be advised that, to the best of my knowledge, the Municipality has not received any materials on establishing local "Complete Count Committees".

Please forward the appropriate information at your earliest convenience so that the municipality can give the idea proper consideration.

Very truly yours,

Phyllis T. Kernick
PHYLLIS T. KERNICK,
Mayor

Mr. GRAY. Thank you, Mr. Hayes, and Mr. O'Hare, and Mr. Calabia. Mr. Calabia, we have a mutual relationship in terms of Congressman Steve Solarz, subcommittee chairman of Africa.

I want to thank you for coming and thank you for your testimony very much.

At this time, the Committee on Census and Population will have Mr. John Kuntz, Assistant Regional Director, and his staff come forward. Joining Mr. Kuntz is Mark Ferber, Gerald Turnage, Shirley Washington.

We are indeed delighted to have you with us. You have had the distinguished privilege of listening to a great deal of commentary, criticism, suggestions on the taking of the census, particularly as it relates to the minority communities.

I would like to suggest that the way we might proceed is for you to just simply point out the four major factors that you allude to here in your paper, things that you are doing in the Census Bureau, and then maybe let's get into a question and answer period very quickly and deal with some of the things that have been suggested here, and you can provide clarification.

STATEMENT OF JOHN KUNTZ, ASSISTANT REGIONAL DIRECTOR, U.S. CENSUS BUREAU, PHILADELPHIA REGION, ACCOMPANIED BY SHIRLEY WASHINGTON, COMMUNITY SERVICES COORDINATOR, GERALD TURNAGE, WEST PHILADELPHIA DISTRICT OFFICE MANAGER, AND MARK FERBER, CONGRESSIONAL LIAISON

Mr. KUNTZ. OK. First, I would like to express the regrets of Porter Rickley for not being able to be here because of sickness. You have spoken to him on the phone a few times so you know his commitment to the affirmative action program.

In the written testimony are the steps the Bureau of the Census has taken for improving coverage on the census. First is that of the complete count committee here in Philadelphia.

The complete count committee is a coalition of local leaders who will help to publicize the census and bring in the count, and especially publicize the confidentiality of the census.

One of the more important—or the second most important probably—step we have taken at this time is the local review program. The local review program simply is that we will give the city the statistics before we publish them. They will be preliminary statistics so they can spot any holes in the census. They will be using their own data such as building permits or demolition data, perhaps even some of the data that Mr. Diaz has alluded to that he got in one of the surveys.

One of the items that has come up consistently during the testimony has been that of hiring. I would like to move on to that, if you don't mind. To date, our hiring has been primarily at the supervisory level. We have a few clerks in the offices and we are preparing through the testing procedures, as you know, to hire enumerators and a mass of clerks.

The city of Philadelphia will be hiring about 3,000 temporary people. That will be over the next month and a half. Right now, we have hired primarily all the top people for these Philadelphia offices for the

five different offices, and I would like to tell you here and now that the minority breakdown on that hiring at the high supervisory level is 43 percent.

I would also like to point out the five district manager breakdowns, which are the highest jobs in those offices, these are the people responsible for the line operation, is 60 percent black. We are kind of proud of that and we intend to keep that record up.

Now, if you have any questions, I would be happy to answer.

Mr. GRAY. Thank you for the brief summary and also for getting right to some of the questions that have been raised. Let me pick up on some of the questions and concerns that were raised by the last panel, particularly the insight of Mr. Hayes speaking on the issue of Native American input into the planning process.

Has there been, to your knowledge, Native American input here in the Commonwealth of Pennsylvania? If so, in what form and fashion?

Mr. KUNTZ. To my knowledge, I have to say no. The input for the various groups, be they the black group or Hispanic, has been at the national level. The regional office is not involved in so much the planning of the census as it is in the carrying out part.

Mr. GRAY. The other question that continues to come before us today has been the question of an adjustment figure. I know that in your written testimony you talk about local review to spot any holes, city, government and others, but is the Census Bureau making any arrangements, or do you have in concrete a plan that will somehow make for an adjustment so that we can get a more accurate picture of the count; particularly on the minority count.

It was raised by Professor Norton, and also, one of our last witnesses, Mr. O'Hare, and, of course, by several other people who have testified today. Is there such an adjustment concept at work both nationally and locally?

Mr. FERBER. I think, Mr. Gray, I better answer that from the national perspective because some of the testimony alluded to the fact you can't do it at the local level. You can, with the post enumeration survey, begin to develop figures which can be broken back down, but a separate local adjustment without taking into account the entire national population simply won't fit in methodologically with what the Congress mandated us to do and what the Bureau technical experts—which I am not—would be in a position to attest to its validity, or at least its credibility.

We are planning—and have been for sometime—an undercount conference which will be on February 26, aimed at bringing out not only the technical and the demographic questions, the methodological concerns with whether or not one can do this, but also the political and constitutional consequences of adjusting as opposed to enumerating as the Constitution says.

I don't know that there is an answer. The Bureau is concerned. The figures, after all, from an undercount—I don't know of any other Government agency that does this—come from the Bureau, itself.

One of the problems with apportionment is simply the timing involved. We don't know the undercount until procedures that take place after the census have been accomplished. You had mentioned a survey. In a very real sense, that's what our postevaluation survey seeks to

bring out from the population. How many were not counted. At least, on a sample basis.

If that sounds vague, that's where we are. I don't think anyone can give you a commitment at this time that we intend to adjust. I do think the question is being looked at in every level by the Bureau and a myriad of outside experts who have been invited to the conference.

Mr. GRAY. It does sound vague. Since Congress has not mandated whether or not you can or cannot have an adjustment figure, in light of the historical factors which clearly show that we have historically had an undercount, I certainly would urge upon the Bureau at a national level and local level to begin to look at this problem in a very serious way and devise a methodology to come up with an adjustment figure in light of the testimony that has been given here with regard to the minority community and the mail-out forms and mail-back.

I don't know what the Bureau's position is on that but I would tend to think, based upon my knowledge of the minority community, particularly the black community and also the Hispanic community, that the mail-out/mail-back methodology will not produce the most accurate count.

If we look at the historical trend, it seems to me that since Congress does not impose limitations on such an adjustment figure, that one should be forthcoming and should be forthcoming soon enough so that it will have an impact prior to the finalization of the figures and not in 1983 or 1984, after some State has lost extra representation either at the State house or the national level, or has already been cut off from some funds.

Mr. FERBER. Well, I think, as I say, at the conference the political as well as the technical side of this will be discussed. For the voices calling for an adjustment we have heard from, there are a number saying they do not believe it to be constitutional. I think that question needs to be decided. I don't have the answer to it at this time.

With regards to the mail-out/mail-back, I just want to say we have talked about this extensively. A low mail return rate ought not to be automatically correlated with an undercount. In addition to the post office collection, we send census people around to eyeball every address. In addition to that, we work with local communities on the basis of their utility records, their phone records, whatever other noninterview methods we can get.

That list becomes nothing more than a quality control. I can assure you, if a questionnaire does not come back from an address and we are not concerned about the name when it goes out—it goes to the occupant or resident—if an address does not respond, we will have an interviewer there, and the same people who will be doing that post initial mail-out interviewing and enumerating would be the people, if we sent them door-to-door, hopefully, they would find the addresses, they will find eyeballing it before the forms even go out.

Mr. GRAY. Let me ask you another question with regard to the Philadelphia offices here. What is the rate of pass/fail that you are encountering in the testing process? Today we heard a lot of evidence from representatives of the various minority communities that the testing system is not, one, an accurate indication of ability to do the job, and two, that such a testing system works to the disadvantage of minority persons, and three, it may limit your ability to produce peo-

ple at the local neighborhood to do a particular track, which means you are bringing outsiders in who may not know their particular Hispanic community.

What are the kinds of pass-fail rates you are encountering so far?

Mr. KUNTZ. We have done some testing using the clerical and enumerator tests. I took a poll of the people in the five Philadelphia offices to find out what the range is. The pass range runs from 55 percent to 75 percent depending on the office, and I believe Gerry's office here in your district of West Philadelphia, the pass rate is somewhere between 55 percent and 60 percent.

The majority of people taking the test in that office would be Black. I believe it's around a 58 percent pass rate. I would also like to assure you that even if we have to test a lot of people, the enumerators would be indigenous to the area. We would hire somebody from the neighborhood.

Mr. GRAY. Do you have any correlation between pass-fail in the Philadelphia area based on ethnicity?

Mr. KUNTZ. Legally, we can't do that. I could do it by office and say West Philadelphia is testing mostly black and give you the rate for the office.

Mr. GRAY. What is the rate for the West Philadelphia office say as opposed to the northeast office?

Mr. KUNTZ. I would say, from the top of my head, about 58 percent. No, about 62 percent. I would say the northeast office is between 70 percent and 75 percent.

Mr. GRAY. 75 percent passing in the northeast and 62 percent in the West Philadelphia office.

Mr. KUNTZ. That's probably true.

Mr. GRAY. I think the chairman of the committee would want the record to show your figures based on current testing.

Mr. KUNTZ. We will pass them on to you.

Mr. GRAY. Is there any evaluation being conducted to determine the correlation between one's formal education and the ability to pass the examination? The reason I ask that is because I know in several cases that people with graduate degrees, bachelor's degrees, have not passed the test. Are you finding any correlation between one's formal education and the ability to pass the examination?

Mr. KUNTZ. On the enumerator test, we haven't done any correlation I know of on that. For my own personal knowledge in the supervisory test, yes, we probably had some people with Ph. D's who did not pass the supervisory test. It doesn't necessarily mean that if you are a Ph. D you are a good manager. Those are managerial tests. I don't know if anything could be read into that, either.

Mr. GRAY. What is the weight of the test in terms of the hiring? I know there is an examination. There is an interview and there is the written exam. There is an interview that really sort of acts as an oral kind of examination. Do you have any weighting to the two of those? Suppose you find a person who has tested very poorly but once you are in an interview or a one-on-one oral kind of question and answer session, you find they are really a bang-up person.

Mr. KUNTZ. Well, initially we have a cut score. This is a minimum score. It doesn't necessarily mean the person with the higher score necessarily will be hired. This was especially true of the supervisors.

The interview did count for a lot. We wanted to see what this person could do, what he thought he could do and what his background was. The score had some weight but it was not the compelling factor.

In the enumerator test, the main factor is where the person will live. A person who scores just maybe a passing score on the test versus someone from outside the enumeration district who scores twice what he scored, the person who scored twice what he scored would not get the job; we would hire the person from the neighborhood.

Mr. GRAY. So, in other words, you must pass a certain score on the written before you get to the oral. Otherwise, you wouldn't get a chance to be hired.

Mr. KUNTZ. That's true.

Mr. GRAY. I think it would be very important to see the correlation geographically between those passing and failing as it relates to the minority communities because I suspect that many people don't achieve the minimum and, therefore, don't get to the oral.

Mr. KUNTZ. We do have a fairly low cut score on those tests and we do expect the results to yield enough neighborhood enumerators from that cut score, and we really want people in there who can fill out a questionnaire. I'm sure you do, too. So score is cut fairly low. It is a screening test.

Mr. GRAY. Let me ask you another question. That is: How long do you see the actual census taking vis-a-vis the enumerators here in Philadelphia? Based upon what you just told me, I can see a situation, particularly let's say in an area like North Philadelphia, the east side and west side of Broad Street, heavily black and Hispanic, that if you have a fail rate on the written, you have to do a lot of interviewing and a lot of testing. How long do you see this process taking?

Mr. KUNTZ. We will probably continually test right through the enumeration process because of the turnover we know we have on the census. Even those that will pass the test, we know a certain amount will not be suited to field work and will drop their assignments immediately. So we will probably need somewhere between three and five people for each job. That's the history of the census.

Mr. GRAY. What happens if all three fail the written examination? Is there a situation where a person fails the written part but is indigenous to the neighborhood of the census tract area and will that person nonetheless be hired if you can't find another person from the area who can pass the test? Suppose you run through four or five people. Let's say you are looking for someone for a five-block area that goes from 16th and Columbia to 21st and Columbia, from Columbia to Susquehanna or something like that; what happens if you reach a situation where you have tested three, four, five different people and none can pass the examination? What are you going to do at that point?

Mr. KUNTZ. You are giving me a situation where I have run out of recruiting completely. I can't recruit anymore. I don't know if we will hit that situation. I hope not. If that were the case and we could not get a qualified enumerator from our low cut score, I suppose—and I am not a Philadelphia native but I do know some of the streets—we might have one from an adjoining enumeration district who finished up their assignment who, if it were a black area and he was

black, we would probably put them in there. We would probably get a better enumeration that way. We would first, again, continually recruit hoping that we got someone in that neighborhood.

Mr. GRAY. Then you would be faced with a situation where a person who may live five blocks this way ends up five blocks that way doing the enumeration.

Mr. KUNTZ. That's a possibility but I wouldn't bring anyone in from King of Prussia.

[Laughter.]

Mr. GRAY. One of the things we learn in the minority community is the distinction between neighborhoods. Although the community may be black, there are distinctions. Though the community may be Hispanic, there are distinctions.

One of the things Mr. Hayes pointed out in his testimony about why the Native American groups decided not to participate is because 21 would not represent a broad spectrum. I know people who are black who live in certain sections of North Philadelphia. If you put them 10 blocks away, because of just the whole urban milieu, they would not be able to do as great a job as they would be able to do in their own neighborhood. I just point that out to you.

Mr. KUNTZ. Our thrust really is going to be to attempt to get as many valid candidates in each enumeration district at the beginning as we can so we have a fall-back position.

Mr. GRAY. Are you running into the problem—or have you even evaluated the problem that many of the best people, the people who could pass the written examination, do well on the oral examination in the minority community, are people who are already hired and are not about to give up a permanent job even though it might be at a lower salary to take on a temporary 2, 3, 4, 5 month assignment?

Mr. KUNTZ. Sure. I ran into that even with the supervisors where we tested them, they passed the test, and I personally have interviewed them, offered them the job, and they said: Sorry, Charley, I don't want it. This happens all the time.

But again, we will go back and recruit.

Mr. GRAY. Thank you very much for the testimony that you have given and also for being present to hear what people from the community are saying and feeling about the census for 1980. We certainly hope that some of the comments that have been made here will cause some introspection as to what is being done and to develop ways to improve the census here in the Philadelphia area.

Ms. Washington?

Ms. WASHINGTON. You cannot close until I have a few words to say.

Mr. GRAY. Go right ahead.

Ms. WASHINGTON. I know we have been here a long time and I put in a long day—I put in 8 hours before I got here—but I cannot have this hearing close without saying something. I don't want to say in defense of the community services program because I don't feel like I have to defend it, but I want to say the community services program has been established as a community outreach to deal with community people.

Mr. GRAY. You are talking about the folders with the information.

Ms. WASHINGTON. Yes. The community services program is formulating a network with community-based organizations. We realize that

we don't have sufficient staff to reach out to make everybody aware of the census and why we feel it is important to be counted, so we are trying to formulate a network with community-based organizations and key leadership.

Based on some of the testimony that we heard today, it seemed that community services had not ever been heard of in the Philadelphia area, and I think someone spoke about communications, and I think communications is needed within as well as an extended community, because almost each person that spoke of the census and what we should be doing, especially making people aware, we have contact with them—we have testing sites in their office, some of their constituency, and we have gotten commitments for assistance centers. We have even commitments from Congressman Gray trying to get together on our census.

I had to say this. I couldn't close without saying that the community services program has been quite active throughout the Philadelphia region, which takes in all of Pennsylvania, southern New Jersey, Delaware, and Maryland. We have 9 target area offices and 12 community services specialists who, I think, are doing an excellent job. I just want that to be on the record.

Mr. GRAY. I think Dr. Dawkins pointed out to one of the panels that there had been some community outreach work going on for quite some time.

Ms. WASHINGTON. Yes, long before you went into Congress, I was at your office bugging you, as I'm sure you know.

Mr. GRAY. I remember. Unfortunately, the memory span of the American public tends to be very short and, therefore, when you move right up to a deadline, that's when everybody becomes aware.

How successful do you see the program going? Are you getting into the media through public service announcements?

Ms. WASHINGTON. Yes, we have a lot of local media. We have a public information officer in our office who usually covers most of that but there is community services people on the local level with community meetings and things we have, Georgie Woods who was here, we have been on his program. On several occasions I have been on channel 29. So various aspects, we are doing workshops on the age search for a lot of the senior people.

We had a question of familiarization with the questionnaire. Going through the questionnaire, finding out why questions are asked, what benefits come back, what data is developed, things of that sort. In addition to that, we are the support team to the district offices. We are getting community organizations to make referrals for recruitment for candidates for the jobs and we are getting testing sites in areas we think will be beneficial to the community where people can be tested in areas in which they live.

So I think we have reached out and we are doing a good job.

Mr. GRAY. I certainly hope you will redouble your efforts in many of these areas because I know that people often receive mail—I'm guilty of it, too—that says in January of 1980 the census is coming and I put it here and say I'll get to it and usually, when you get to it, it's 1 week away. I would simply suggest you redouble your efforts in terms of getting to those grassroots, clergy, community organizations, and try to renew their interest.

Ms. WASHINGTON. We have two programs we would like to get a good thrust in. We would like to get a minority conference together between now and the latter part of March to make people aware. Those panelist who so willingly spoke about everything except the community services have committed themselves to do this.

Mr. GRAY. Good. That's why it was beneficial for you to see and hear all of them.

Ms. WASHINGTON. I ran out the door and followed them.

Mr. GRAY. Again, I thank you for coming. The hearing on the census by the House Subcommittee on Census and Population chaired by Congressman Robert Garcia is now concluded.

[Whereupon, the hearing adjourned at 7:25 p.m.]

[The letter which follows was received for the record:]

SMITHKLINE CORP.,
Philadelphia, Pa., February 13, 1980.

HON. WILLIAM H. GRAY III,
Member of Congress,
Cannon Building, Washington, D.C.

DEAR CONGRESSMAN GRAY: Thank you for holding your Congressional Hearing on the Census at Temple University yesterday together with Chairman Garcia. As we discussed, I am submitting my testimony here for the Congressional Record.

During the last Census of 1970 much confusion occurred when community persons, mostly hispanic Puerto Ricans brought their census forms to the Information Service Center, 1720 Mt. Vernon Street, Philadelphia, Pa. for assistance in filling them out. They were mass mailed and many were left as trash on the streets or were thrown out, because few knew what they were. In addition, the census jobs (enumerators) were looked upon as political patronage slots in the Nixonian years.

Accordingly, I make the following suggestions to increase the effectiveness of the 1980 census.

1. Hire local people to count local people: using the sponsorship of local community centers, agencies and institutions, local persons could be hired and trained to count their neighbors. The community sponsor could proof the forms to spot for errors before they were sent in.

2. Cross check the postal mail roll with not only the hospital, municipal and school rolls as many have suggested here today, but also check with local real estate offices to try for the 100 percent count as many have advocated.

3. Have enough census forms available in Spanish and enough bi-lingual enumerators available to do the job.

4. Waive the qualifying examination for enumerators who have been agency sponsored and receive the appropriate training.

5. Enlist the assistance of the local agencies, centers and institutions in getting backup help to the enumerators by providing soft-services to them; i.e., a local desk, telephone and office supplies.

Thank you, Mr. Chairman and Congressman Gray for this opportunity to present my suggestions to this Committee on behalf of our local Spring Garden residents.

Yours sincerely,

FRANCIS M. D'ANGELO, M.S.W., A.R.M.,
Community Affairs Assistant.

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